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DEPARTMENT OF THE ARMY FIELD MANUAL

FM110-5

DEPARTMENT OF THE NAVY

JAAF

DEPARTMENT OF THE AIR FORCE MANUAL

AFM1-1

copy 2

JOINT ACTION ARMED FORCES

*DEPARTMENTS OF THE ARMY, THE NAVY, AND
THE AIR FORCE • SEPTEMBER 1951*



FM 110-5/JAAF/AFM 1-1

JOINT ACTION ARMED FORCES



*United States Government Printing Office
Washington : 1951*

DEPARTMENTS OF THE ARMY, THE NAVY,
AND THE AIR FORCE

WASHINGTON 25, D.C., 19 September 1951

FM 110-5/JAAF/AFM 1-1, Joint Action Armed Forces, is hereby promulgated for the information and guidance of all concerned.

It is emphasized that only the introduction and chapters 1, 2, and 3 have been approved at this date.

[AG 461 (10 Sep 51)]

BY ORDER OF THE SECRETARIES OF THE ARMY, THE NAVY, AND THE AIR
FORCE:

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WM. E. BERGIN
Major General, USA
The Adjutant General

J. LAWTON COLLINS
Chief of Staff, United States Army

W. M. FECHTELER
Chief of Naval Operations

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HOYT S. VANDENBERG
Chief of Staff, United States Air Force

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FC (1); Sch (2) except USMA (10), C & GSC (100), Army War
College (100); PMS & T (1); Mil Mis (1); SPECIAL DISTRIBUTION.

For explanation of distribution formula, see SR 310-90-1.

Navy: Distribution is parallel to that of USF-1.

Air Force:

Zone of Interior:

Hq USAF (125); Maj Air Comds (10); Sub Air Comds (5);
Services—MATS & AMC (3); Air Divisions (3); Wings (2);
Bases (2).

Overseas:

Maj Air Comds (10); Subordinate Air Comds (5); Air Divisions (3);
Wings (2); Bases (2).



JOINT ACTION ARMED FORCES

INTRODUCTION

Purpose

The purpose of this publication is to set forth the principles, doctrines, and procedures governing the activities and performance of the Armed Forces when two or more Services or elements thereof are acting together to achieve a common task or mission. It is a guide both for the Services and for commanders of joint forces.

Basis

The following publications provide the basis for the development of *Joint Action Armed Forces*:

The National Security Act of 1947, as amended.

The Functions of the Armed Forces and the Joint Chiefs of Staff, as promulgated by the Secretary of Defense and hereafter referred to as the "Functions Paper."

The integrated policies and procedures established by the Secretary of Defense for the coordination of the Department of the Army, the Department of the Navy, and the Department of the Air Force.

Supersession

This publication supersedes *Joint Action of the Army and the Navy*, 11 September 1935 (Navy Short Title: FTP 155), and amendments thereto (changes 1 to 20, incl.), and all other publications stemming therefrom which are in conflict herewith.

Objective

The principles set forth in this publication shall be applied so as to accomplish the intent of Congress expressed in Section 2 of the *National Security Act of 1947*, amended, which reads as follows:

"Sec. 2. In enacting this legislation, it is the intent of Congress to provide a comprehensive program for the future security of the United States; to provide for the establishment of integrated policies and procedures for the departments, agencies, and functions of the Government relating to the National security; to provide three military departments, separately administered, for the operation and administration of the Army, the Navy (including naval aviation and the United States Marine Corps), and the Air Force, with assigned combat and service components; to provide for their authoritative coordination and unified direction under civilian control of the Secretary of Defense but not to merge them; to provide for the effective strategic direction of the Armed Forces and for their operation under unified control and for their integration into an efficient team of land, naval, and air forces but not to establish a single Chief of Staff over the armed forces nor an armed forces general staff (but this is not to be interpreted as applying to the Joint Chiefs of Staff or Joint Staff)."

Application

In applying the principles, doctrines, and procedures set forth in this publication care must be taken to distinguish between the responsibilities of the Services and the responsibilities of the commanders of the forces of each Service in joint operations. Duly appointed commanders conduct operations. The Services provide forces and administrative, logistical, and specialized support.

Accountability

Navy holders of this publication will account for it by the short title JAAF.

3 November 1952

FM 110-5.....CHANGE 4
JAAFCHANGE 1
AFM 1-1.....CHANGE A

DEPARTMENTS OF THE ARMY, THE NAVY,
AND THE AIR FORCE

WASHINGTON 25, D. C., 22 December 1952

To: All holders of *Joint Action Armed Forces*

1. This change to *Joint Action Armed Forces* (Change 4 to FM 110-5, Change 1 to JAAF, Change A to AFM 1-1) is hereby promulgated for the information and guidance of all concerned. It incorporates and supersedes all previous changes and errata lists that have been distributed by the three Services since the basic publication was promulgated.

2. The change comprises three elements: (a) pen-and-ink corrections, (b) substitute pages (v-vi, ix 31-32, and 61-62), and (c) a new chapter (chap. 4). All the pen-and-ink corrections and one of the substitute page corrections (pp. v-vi) have been distributed by the three Services, independently and in different formats; they are included in this change to insure uniform and complete correction of all copies. Holders of the publication are therefore directed to examine their copies, verifying each of these corrections and making certain that they are entered.

3. It will be noted that section 4 of chapter 4 is to be distributed at a later date.

4. The next major revision to *Joint Action Armed Forces* will be effected one year subsequent to the issuance of this change. At that time consideration will be given to such recommended modifications or additions as may emerge from the application in the field of the doctrines and techniques set forth in this publication.

[AG 461 (19 Nov 52)]

BY ORDER OF THE SECRETARIES OF THE ARMY, THE NAVY, AND THE AIR FORCE:

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The Adjutant General

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Chief of Staff, United States Army

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Deputy Chief of Naval Operations
(Administration)

W. M. FECHTELER

Chief of Naval Operations

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K. E. THIEBAUD
Colonel, USAF
Air Adjutant General

HOYT S. VANDENBERG

Chief of Staff, United States Air Force

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NG: Same as Active Army.

ORC: Same as Active Army.

For explanation of distribution formula, see SR 310-90-1.

Navy: Distribution is parallel to that of USF 1.

Air Force:

Zone of Interior:

HQ USAF (300); Maj Air Comds (50); Sub Air Comds (25); Services—MATS & AMC (15); Air Divisions (20); Wings (10); Bases (10); Joint Boards (5).

Overscas:

Maj Air Comds (50); Subordinate Air Comds (25); Air Divisions (20); Wings (10); Bases (10).

PEN-AND-INK CORRECTIONS JOINT ACTION ARMED FORCES

CORRECTIONS

<i>Page</i>	<i>Article</i>	<i>Specific Location</i>	<i>Correction</i>
✓2-----	10102-----	2d line-----	After "tegration" change "on" to "of."
✓3-----	10110-----	Heading-----	Change "Documents" to "Doctrines."
✓4-----	10113-----	7th line-----	After "requirements" change "of" to "for."
		13th line-----	After "shall" insert "not."
	✓10114-----	Heading-----	Change second "of" to "for."
✓7-----	10302-----	8th line-----	After "military" insert "installations and bases, equipping and maintaining the military."
✓10-----	20101-----	8th line-----	Change "the" to "and."
	✓20102a (4)-----	3d line-----	Change "their" to "the"; after "assignment" insert "of forces."
✓11-----	20103-----	Right column-----	Change 20103 to 20105; change "Air De- fense" to "Airborne Operations."
✓12-----	20107-----	4th line-----	Change "joint troop carrier board" to "joint air transportation board."
✓13-----	-----	Contents, 4th line-----	Delete "and Marine Corps."
✓14-----	20204-----	Heading-----	Delete "and Marine Corps."
✓15-----	20207a-----	2d line-----	Change "joint troop carrier board" to "joint air transportation board."
✓16-----	20209d-----	1st line-----	Change "to" to "for," (note comma).
✓19-----	20305e-----	2d line-----	Change "joint troop carrier board" to "joint air transportation board."
✓20-----	20306c-----	3d line-----	After "forces" delete period, insert comma, and add "except as provided for in Articles 20204 and 20209."
✓27-----	30212f-----	Heading-----	Before this paragraph, insert " 30213 Func- tional Basis "; change "f." to "a."
	✓30212g-----	Heading-----	Change "g." to "b."
	✓30212h-----	Heading-----	Change "h." to "c."
	✓30213-----	Heading-----	Change heading to " 30214 Service Functions ."
	✓30214-----	Heading-----	Change "30214" to "c."; change " Organi- zation " to " Integrity ."
✓33-----	30257a-----	3d line-----	Change first "or" to "of."
	✓30259b-----	2d line-----	Change "there" to "thereto."
✓38-----	30302-----	Right column-----	i, 3d line change "command" to "com- mander."
✓41-----	30304c(i)-----	13th and 14th lines-----	Change "establish Department of Defense policies" to "established Departmental policies."
	✓30304d-----	3d line-----	Change "and consists" to "consisting."
45-----	✓30307a (1)-----	Heading-----	After " <i>Campaign</i> " add " <i>Plan</i> ."
	✓30307a (6)-----	7th line-----	After "paign" add "and operations."

Page	Article	Specific Location	Correction
✓46-----	Title.	First line of text on page.	"CLASSIFICATION" is not part of the title; this word is to be entered at upper left of outline and deleted from title.
✓50-----	Heading in outline.	-----	In heading "Chart of Map References" change "of" to "or."
✓-----	✓-----	-----	In paragraph 2 change "missions" to "mission."
✓51-----	30308a-----	11th line-----	Change "an" to "any".
✓53-----	30406c-----	2d line-----	After "indicated" insert "in paragraph b."
✓-----	✓30406c-----	3d line-----	Change "commander" to "Commanders."
✓57-----	30516-----	2d line-----	Change "to" to "by."
✓70-----	-----	Contents, 2d line-----	Change "Responsibilities" to "Operations."
✓-----	✓80822-----	Heading-----	Change "Responsibilities" to "Operations."

25 March 1953

FM 110-5...CHANGE 5
JAAF.....CHANGE 2
AFM 1-1...CHANGE B

DEPARTMENTS OF THE ARMY, THE NAVY,
AND THE AIR FORCE

WASHINGTON 25, D. C., 27 March 1953

To: All Holders of *Joint Action Armed Forces*

Joint Action Armed Forces (FM 110-5, JAAF, AFM 1-1), as amended, is changed as follows. These changes will be accomplished by pen and ink.

Page	Article	Specific Location	Correction
✓75	40203e	7th line	Insert "significant" before "elements."
✓76	40208	Heading	Change heading to read, " Responsibility for Defense by Other Than Local Forces. "
✓76	40211	Heading	Change heading to read, "Responsibilities of Component Commanders."
✓86	40607a	1st and 3d lines	Delete "three" before "Services." Insert "their" before "availability."
✓86	40610a	4th line	Change "Navy and Air Force" to " other Services. "
✓85	40905	1st and 2d lines	Change "equipments employed primarily by" to " equipment of interest to. "
✓96	40906	12th line	Change "Service" to " Services. "
✓97	41002c	7th and 8th lines	Change "Navy and Air Force" to " other Services. "

[AG 461 (9 Mar 53)]

BY ORDER OF THE SECRETARIES OF THE ARMY, THE NAVY, AND THE AIR FORCE:

OFFICIAL:

WM. E. BERGIN
Major General, USA
The Adjutant General

J. LAWTON COLLINS
Chief of Staff, United States Army

OFFICIAL:

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Rear Admiral, USN
Deputy Chief of Naval Operations (Administration)

W. M. FECHTELER
Chief of Naval Operations

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Colonel, USAF
Air Adjutant General

HOYT S. VANDENBERG
Chief of Staff, United States Air Force

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NG: Same as Active Army.

Army Reserve: Same as Active Army.

For explanation of distribution formula, see SR 310-90-1.

Navy: Distribution is parallel to that of USF 1.

Air Force:

Zone of Interior:

HQ USAF (125); Maj Air Comds (10); Sub Air Comds (5); Services—MATS (3); Air Divisions (3); Wings (2); Bases (2); Joint Boards (5).

Overseas:

Maj Air Comds (10); Sub Air Comds (5); Air Divisions (3); Wings (2); Bases (2).

DEPARTMENTS OF THE ARMY, THE NAVY,
AND THE AIR FORCE

WASHINGTON 25, D. C., 7 June 1954

To: All holders of *Joint Action Armed Forces*

1. This change to *Joint Action Armed Forces* (Change 6 to FM 110-5, Change 3 to JAAF, Change C to AFM 1-1) is hereby promulgated for the information and guidance of all concerned.

2. This change consists of substitute pages, one page removal and two new pages to be inserted.

✓ Remove page ix in those copies containing such page.

✓ Insert new pages 82a and b 1 May 1954.

✓ Remove pages 85 and 86 and substitute revised pages 85 and 86 1 May 1954.

[AG 461 (11 May 54)]

BY ORDER OF THE SECRETARIES OF THE ARMY, THE NAVY, AND THE AIR FORCE:

M. B. RIDGWAY,
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Air Adjutant General.

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Army AA Comd (5)
OS Maj Comd (20)

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Log Comd (10)
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Brig (2)
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C & GSC (100)
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Mil Dist (3)
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Mil Msn (1)

NG: Same as Active Army.

USAR: Same as Active Army.

Unless otherwise noted, distribution applies to ConUS and overseas.

For explanation of abbreviations used, see SR 320-50-1.

Air Force:

Zone of Interior and Overseas:

Headquarters USAF (125); Major Air Comds (10); Sub Air Comds (5); Services—MATS (3); Air Divisions (3); Wings (2); Bases (2); Joint Boards (5).

DEPARTMENTS OF THE ARMY,
 THE NAVY, AND THE AIR FORCE
 WASHINGTON 25, D. C., 15 August 1956

To: All holders of *Joint Action Armed Forces*

1. This change to *Joint Action Armed Forces* (Change 7 to FM 110-5, Change 4 to JAAF, Change D to AFM 1-1) is hereby promulgated for the information and guidance of all concerned.

✓ 2. This change consists of substitute pages and three new pages to be inserted. Insert new pages 8, 12a, and 16a. Remove pages 1 through 7 and 9 through 20 and substitute revised pages 1 through 7 and 9 through 20.

3. Changes to Chapters 3 and 4 in consonance with those changes published herein will be published separately at a later date, together with other specific changes which have been found to be necessary.

[AG 461 (29 May 56)]

BY ORDER OF THE SECRETARIES OF THE ARMY, THE NAVY, AND THE AIR FORCE:

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Chief of Staff.

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The Adjutant General.

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Deputy Chief of Naval Operations
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Chief of Staff

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Commandant of the Marine Corps

OFFICIAL:

R. E. HOGABOOM
Major General, United States Marine Corps
Deputy Chief of Staff

Distribution:

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Gen Staff, DA (25)	OS Base Comd (5)	Div (5)	CGSC (100)
SS, DA (10)	Log Comd (10)	Brig (2)	Gen & Br Svc Sch (2)
Tec Svc, DA (10)	MDW (5)	Ft & Cp (1)	PMST Sr ROTC Units (1)
Hq CONARC (50)	Armies (10)	ARWC (100)	Mil Dist (3)
Army AA Comd (5)	Corps (10)	USMA (10)	MAAG (1)
OS Maj Comd (20)			Mil Msn (1)

NG: State AG (6); units—same as Active Army.

USAR: Same as Active Army.

For explanation of abbreviations used, see SR 320-50-1.

Air Force:

Zone of Interior and Overseas:

Headquarters USAF _____	700
Major air commands _____	10
Subordinate air commands, except _____	5
Services—MATS _____	3

Air Divisions _____	3
Wings _____	2
Bases _____	2

DEPARTMENTS OF THE ARMY, THE NAVY,
 AND THE AIR FORCE

WASHINGTON 25, D. C., 14 May 1957

To: All Holders of *Joint Action Armed Forces*

1. This change to *Joint Action Armed Forces* (Change 8 to FM 110-5, Change 5 to JAAF, Change E to AFM 1-1) is hereby promulgated for the information and guidance of all concerned.

2. This change consists of pen and ink changes to Chapter 4, Section 4, as follows:

Page	Specific location	Correction
✓ 82a.....	Index.....	Change paragraphs 40409 and 40410 to read: "SAR Planning..... 40409 "Public Information..... 40410"
✓ 82a.....	Paragraph 40401.....	Delete the period and add: "and of other JCS-established commanders, where appropriate."
✓ 82a.....	Paragraph 40402: Line 2 Line 3	Delete "only." After "other" insert "JCS-established commands and."
✓ 82b.....	Paragraph 40409.....	Insert the following as paragraph 40409 and renumber as 40410 the paragraph entitled "Public Information": "40409 SAR Planning "JCS-established commanders will prepare wartime SAR plans as annexes to their emergency plans."

3. Changes to Chapters 3 and 4 in consonance with Change 7 to FM 110-5, Change 4 to JAAF, Change D to AFM 1-1, as well as specific changes found necessary, will be published at a later date.

[AG 461 (13 Mar 57)]

FM 110-5----- Change 8
JAAF----- Change 5
AFM 1-1----- Change E

May 1957

BY ORDER OF THE SECRETARIES OF THE ARMY, THE NAVY, AND THE AIR FORCE

MAXWELL D. TAYLOR,
General, United States Army,
Chief of Staff.

OFFICIAL:

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The Adjutant General.

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Vice Admiral, United States Navy,
Deputy Chief of Naval Operations
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ARLEIGH BURKE
Chief of Naval Operations.

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Air Adjutant General.

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Deputy Chief of Staff (Plans).

R. McC. PATE,
General, United States Marine Corps.
Commandant of the Marine Corps.,

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COFF	ACSI
CINFO	DCSOPS
TIG	DCSLOG
TJAG	ACSRC
CLL	Tec Svc, DA
CMH	Hq CONARC

Army Air Def Comd
OS Maj Comd
OS Base Comd
Log Comd
MDW
Armies
Corps
Div
Brig

Ft & Cp
USMA
Gen & Br Svc Sch
PMST Sr Div Units
Mil Dist
MAAG
Mil Man

NG: State AG; units—same as Active Army.

USAR: Same as Active Army.

For explanation of abbreviations used, see SR 320-50-1.

Air Force:

Zone of Interior and Overseas:

Headquarters USAF-----	500
Major Air Commands-----	10
Except: State Adjutants, ANG-----	0
Subordinate Air Commands-----	5
Except: Air Divisions-----	3
Services—MATS-----	3
Wings-----	2
Except: ANG-----	0
Bases-----	2
Except: ANG-----	0

TAGO 6408A

DEPARTMENTS OF THE ARMY, THE NAVY,
AND THE AIR FORCE

WASHINGTON 25, D. C., 13 November 1957

To: All Holders of *Joint Action Armed Forces*1. This change to *Joint Action Armed Forces* (Change 9 to FM 110-5, Change 6 to JAAF, Change F to AFM 1-1) is hereby promulgated for the information and guidance of all concerned.

2. This change consists of pen and ink changes to Chapter 3, Section 8, as follows:

Page	Specific location	Correction
✓70	Subparagraph 30813e.....	Delete all but the title and substitute the following: "The Joint Chiefs of Staff will determine the operational acceptability of cryptosystems for Joint and Combined Use."
✓70	Paragraph 30823.....	Delete last sentence.
✓70	Paragraph 30824.....	Delete all except last sentence. Add: "Only cryptosystems approved by the Director, National Security Agency will be employed."
71	Paragraph 30831.....	Delete last sentence.

3. Changes to Chapters 3 and 4 in consonance with Change 7 to FM 110-5, Change 4 to JAAF, Change D to AFM 1-1, as well as specific changes found necessary, will be published at a later date.

[AG 461 (23 Oct 57)]

BY ORDER OF THE SECRETARIES OF THE ARMY, THE NAVY, AND THE AIR FORCE:

MAXWELL D. TAYLOR,
General, United States Army,
Chief of Staff.

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HERBERT M. JONES,
Major General, United States Army,
The Adjutant General.

OFFICIAL:

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Rear Admiral, United States Navy,
Deputy Chief of Naval Operations,
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Chief of Naval Operations.

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Colonel, United States Air Force,
*Air Adjutant General.*THOMAS D. WHITE,
*Chief of Staff.*R. McC. PATE,
General, United States Marine Corps,
*Commandant of the Marine Corps.*E. W. SNEDEKER,
Major General, United States Marine Corps,
Acting Deputy Chief of Staff (Plans).

DISTRIBUTION:

Army:

Active Army:

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ACSI
DCSOPS
DCSLOG
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CUSARROTC
CofF
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CRD
CLL
CNGB
CSpWar

CAMG
TJAG
TIG
CINFO
CMH
USCONARC
USARADCOM
OS Maj Comd
OS Base Comd
Log Comd
MDW
Armies

Corps
Div
Brig
Ft & Camp
Sve College
USMA
Br Sve Sch
PMST Sr Div Units
Mil Dist
MAAG
Mil Mis

NG: State AG; Units—Div; Brig.

USAR: Same as Active Army.

For explanation of abbreviations used, see AR 320-50.

Air Force:

Zone of Interior and Overseas:

Headquarters USAF.....	400
Major Air Commands.....	10
Except: State Adjutants, ANG.....	0
Subordinate Air Commands.....	5
Except: Air Divisions.....	3
Services—MATS.....	3
Wings.....	2
Except: ANG.....	0
Bases.....	2
Except: ANG.....	0

19 September 1951

JAAF

RECORD OF CHANGES AND CORRECTIONS

[illegible]

[illegible]

1 May 1956

FM 110-5 _____ CHANGE 7
JAAF _____ CHANGE 4
AFM 1-1 _____ CHANGE D

CHAPTER 1

PRINCIPLES GOVERNING THE FUNCTIONS OF THE ARMED FORCES

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2. Common Broad Functions and Common Specific Tasks _____	5
3. The Functions of the Joint Chiefs of Staff _____	7

Section 1 PRINCIPLES

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10101. Requirements Generated by Joint Action

Joint action by the Armed Forces generates the following requirements:

- a. Development and preparation of doctrines and procedures for joint operations and joint exercises.
- b. Development and preparation of plans for joint operations and joint exercises.
- c. Preparation and training of forces for specific types of operations.
- d. Conduct of joint operations in the field.
- e. Integration of effort by the Armed Forces in the attainment of a common objective.
- f. Delineation of responsibilities of each of the Services in joint operations and joint exercises.

10102. The Principle of Maximum Integration

There shall be the maximum practicable integration of the policies and procedures of the departments and agencies of the Department of Defense. This does not imply a merging of the Armed Forces, but does demand a consonance and correlation of policies and procedures throughout the Department of Defense in order to produce an effective, economical, and harmonious organization which will insure the military security of the United States.

10103. Responsibility

The Secretary of Defense is the principal assistant to the President in all matters relating to the Department of Defense.

a. Under the direction of the President, and subject to the provisions of the National Security Act of 1947, as amended (including Reorganization Plan No. 6 of 1953), he exercises direction, authority, and control over the Department of Defense.

b. No function in any part of the Department of Defense, or in any of its component agencies, shall be performed independent of the direction, authority, and control of the Secretary of Defense.

10104. The Principle of Full Utilization of Forces

It is essential that there be full utilization and exploitation of the weapons, techniques, and intrinsic capabilities of each of the Services in any military situation where this will contribute effectively to the attainment of over-all military objectives. In order to effect this, the *Functions Paper* assigns to the Services both Primary Functions and Collateral Functions.

10105. Broad Objectives

The functions assigned to the Armed Forces and the Joint Chiefs of Staff shall be carried

out in such a manner as to achieve the following:

a. Effective *strategic direction* of the Armed Forces.

b. Operation of the Armed Forces under *unified command* wherever such unified command is in the best interest of national security.

c. Integration of the Armed Forces into an *efficient team* of land, naval, and air forces;

d. *Prevention of unnecessary duplication or overlapping* among the Services by utilization of the personnel, intelligence, facilities, equipment, supplies, and services of any or all Services in all cases where military effectiveness and economy of resources will thereby be increased.

e. Coordination of Armed Forces operations to promote *efficiency and economy* and to prevent gaps in responsibility.

10106. Development of Major Force Requirements

The development of major force requirements to fulfill any specific primary function of an individual Service must be justified on the basis of existing or predicted strategic need as determined by the Joint Chiefs of Staff. The assignment of collateral functions to an individual Service may establish further justification for stated force requirements, but such assignment shall not be used as the basis for establishing additional force requirements.

10107. Determination of Size of Forces To Be Trained

The size of the forces to be trained by a Service for a primary function as assigned by the *Functions Paper* is a matter for determination by that individual Service subject to the approval of the Joint Chiefs of Staff and the Secretary of Defense.

10108. Guidance for Organizing and Training Forces

In organizing and training forces for joint operations, as well as for uniservice operations the Services are governed by the assignment of responsibilities as outlined in the *Functions*

Paper and by the policies and procedures approved by the Joint Chiefs of Staff.

10109. The Principle of Mutual Support

The forces developed and trained to perform the primary functions assigned to one Service by the *Functions Paper* shall be employed to support and supplement the other Services in carrying out their primary functions wherever and whenever such participation will result in increased effectiveness and will contribute to the accomplishment of the over-all military objectives.

10110. Joint Preparation of Doctrines Procedures and Plans

Doctrines, procedures, and plans covering joint operations and joint exercises shall be jointly prepared. Primary responsibility for development of certain doctrines and procedures is assigned to the individual Services by the *Functions Paper*. Primary responsibility for development of doctrines and procedures covering joint operations not otherwise assigned, shall be assigned as necessary by the Secretary of Defense.

10111. Basis for Assignment of Responsibilities to the Services

The Service having primary responsibility for the development of doctrines and procedures covering joint operations as outlined above is also responsible in matters concerning such operations for—

a. Development and preparation of publications for the conduct of training.

b. Joint training, provision of training facilities, and determination and establishment of adequate procedures for the conduct of training.

c. Consultation and coordination with the other Services in all matters of joint concern.

10112. Specific Responsibilities Inherent in Primary Responsibilities

The development of special weapons and equipment, and the provision of training equipment peculiar to each of the Services, are the

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responsibilities of the individual Service concerned.

10113. The Principle of Primary Responsibilities for Primary Functions

The Joint Chiefs of Staff member of the Service having a primary function assigned by the *Functions Paper* or by the Secretary of Defense shall have the primary responsibility for that function and shall be the agent of the Joint Chiefs of Staff to present to that body the requirements for, and plans for the employment of, all forces to carry out that function. He shall also be responsible for presenting to the Joint Chiefs of Staff for final decision any disagreement within the field of his primary function which has not been resolved. This shall not be construed to prevent any member of the Joint Chiefs of Staff from presenting unilaterally any issue of disagreement with another Service.

10114. The Principle of Unified Direction for Joint Operations

The conduct of joint operations in the field requires coordination of effort and effective

direction of the participating forces. These measures are achieved by centralized planning and authoritative direction from a common source. In such cases the necessary coordination and effective direction are obtained by one of the methods of command and organization delineated in Section 2, Chapter 3, of this publication.

10115. Factors Determining the Method of Coordination

In determining the most effective method to coordinate the forces of two or more Services for the accomplishment of the assigned mission in a single operation or a campaign, consideration shall be given first to the mission to be accomplished, then to the capabilities and functions of the Services involved, the geographical location and nature of the contemplated operations, and the character, strength, and capabilities of our own and enemy forces. These factors will determine the nature and size of the forces to be furnished by each Service and the character and coordination and command required.

Section 2

COMMON FUNCTIONS OF THE ARMED FORCES

Common Broad Functions _____	Paragraph 10201
Common Specific Functions _____	10202

10201. Common Broad Functions

The common broad functions of the Armed Forces comprise both the functions of each Service individually and the functions to be accomplished by the united efforts of all Services. As prescribed by higher authority and under the direction of the Secretary of Defense with the advice of the Joint Chiefs of Staff, the Armed Forces shall conduct operations wherever and whenever necessary. These broad functions are to—

a. Support and defend the Constitution of the United States against all enemies, foreign or domestic.

b. Maintain by timely and effective military action the security of the United States, its possessions, and areas vital to its interest.

c. Uphold and advance the national policies and interests of the United States.

d. Safeguard the internal security of the United States.

10202. Common Specific Functions

In order to accomplish the functions stated above, each Service has certain specific responsibilities which are common to all the Services. They are to—

a. Prepare forces and establish reserves of equipment and supplies for the effective prosecution of war and plan for the expansion of peacetime components to meet the needs of war, in accordance with continuous guidance from the Joint Chiefs of Staff.

b. Maintain in readiness mobile reserve forces properly organized, trained, and equipped for employment in an emergency.

c. Provide adequate, timely, and reliable intelligence for use within the Department of Defense.

d. Organize, train, and equip forces for joint operations.

e. Conduct research, develop tactics, techniques, and organization, and develop and procure weapons, equipment, and supplies essential to the fulfillment of the functions hereinafter assigned, each Service coordinating with the others in all matters of joint concern.

f. Develop, garrison, supply, equip, and maintain bases and other installations, including lines of communication, in the continental United States and in other areas specified by the Joint Chiefs of Staff; and provide administrative and logistical support of all forces, bases, and lines of communication under JCS-established command or as otherwise directed by the Joint Chiefs of Staff.

g. Provide, as directed by proper authority, such forces, military missions, and detachments for service in foreign countries as may be required to support the national interests of the United States.

h. Assist in training and equipping the military forces of foreign nations, as directed by proper authority.

i. Assist the other Services in the accomplishment of their functions, including the provisions of personnel, intelligence, training, facilities, equipment, supplies, and services, as may be determined by proper authority.

j. Support operations of the other Services.

k. Coordinate operations (including administrative, logistical, training, and combat) with those of the other Services as necessary in the best interests of the United States.

l. Determine and provide the means of communications by which command within the Service is to be exercised.

m. Refer all matters of strategic significance to the Joint Chiefs of Staff.

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n. Unified Commands.

- (1) The Secretary of Defense after consultation with the Chiefs of Staff shall designate in each case one of the military departments to serve as the executive agency for unified commands and other matters requiring such designation.
- (2) Under the arrangements herein established, the channel of responsibility will be from the Secretary of Defense to the designated civilian Secretary of a military department.
- (3) For strategic direction and for the conduct of combat operation in emergency and wartime situations, the Secretary of the military department

designated as executive agent shall forthwith authorize the military chief of such department in such situations to receive and transmit reports and orders and to act for such department in its executive agency capacity. The military chief will keep his Secretary, the Secretary of Defense, and the Joint Chiefs of Staff fully informed of decisions made and action taken under such authority. The military chief will in such circumstances be acting in the name and under the direction of the Secretary of Defense. Promulgated orders will directly state that fact.

Section 3

THE FUNCTIONS OF THE JOINT CHIEFS OF STAFF

Paragraph

Composition and Authority of the Joint Chiefs of Staff _____ 10301
Duties of the Joint Chiefs of Staff _____ 10302

10301. Composition and Authority of the Joint Chiefs of Staff

The Joint Chiefs of Staff, consisting of the Chairman, who is the presiding officer of the Joint Chiefs of Staff but who has no vote, the Chief of Staff, United States Army, the Chief of Naval Operations, and the Chief of Staff, United States Air Force, are the principal military advisers to the President, the National Security Council, and the Secretary of Defense. The Commandant of the U. S. Marine Corps has co-equal status with members of the Joint Chiefs of Staff on matters which directly concern the Marine Corps. The Joint Chiefs of Staff also are the strategic and joint logistic planning body for furnishing strategic direction to the Armed Forces, including guidance for the operational control of forces and for the conduct of combat operations.

10302. Duties of the Joint Chiefs of Staff

Subject to the authority and direction of the President and the Secretary of Defense, it is the duty of the Joint Chiefs of Staff to—

- a. Prepare strategic plans and provide for the strategic direction of the Armed Forces, including guidance for the operational control of forces and the conduct of combat operations.
- b. Prepare joint logistic plans and assign to the Services logistic responsibilities in accordance with such plans.
- c. Prepare integrated joint plans for military mobilization and review major material requirements and personnel qualifications and requirements of the Armed Forces in the light of strategic and logistic plans.
- d. Promulgate to the individual departments of the Department of Defense general policies and doctrines in order to provide guidance in

the preparation of their respective detailed plans.

e. Participate as directed by proper authority in the preparation of combined plans for military action in conjunction with the armed forces of other nations.

f. Establish unified commands in strategic areas when such unified commands are in the interest of national security.

g. Designate, as necessary, one of their members as executive agent for each of the following:

- (1) Development of special tactics, techniques, and equipment, except as otherwise provided in the *Functions Paper*.
- (2) Conduct of certain operation and joint training, except as otherwise provided in the *Functions Paper*.

h. Determine what means are required for the exercise of unified command and to recommend to the Secretary of Defense the assignment to individual military departments the responsibility of providing such means including the assignment of executive agency responsibility for commands established by the Joint Chiefs of Staff.

i. Approve policies and doctrines for—

- (1) Joint operations, including joint amphibious and joint military airborne operations, and joint training.
- (2) Coordinating the joint military education of members of the Armed Forces.

j. Recommend to the Secretary of Defense the assignment of primary responsibility for any function of the Armed Forces requiring such determination.

k. Prepare and submit to the Secretary of Defense, for his information and consideration

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in furnishing guidance to the departments for preparation of their annual budgetary estimates and in coordinating these budgets, a statement of military requirements which is based upon agreed strategic considerations, joint outline war plans, and current national security commitments. This statement of requirements shall include: tasks, priority of tasks, force requirements, and general strategic guidance concerning development of military

installations and bases, equipping and maintaining the military forces, research and development programs, and industrial mobilization programs.

l. Provide United States representation on the Military Staff Committee of the United Nations, in accordance with the provisions of the Charter of the United Nations, and representation on other properly authorized military staffs, boards, councils, and missions.

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CHAPTER 2

FUNCTIONS OF THE INDIVIDUAL SERVICES

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Section 1

FUNCTIONS OF THE UNITED STATES ARMY

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Miscellaneous Responsibilities of the Army _____	20107
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20101. Composition, and Broad Statement of Responsibilities

The United States Army includes land combat and service forces, such aviation and water transportation as may be organic therein, and Army bases and establishments. It is organized, trained, and equipped primarily for prompt and sustained combat operations on land. Of the three major Services, the Army has primary interest in and primary responsibility for all operations on land, except in those operations otherwise specified herein.

20102. Primary Functions of the Army

a. Functions. The United States Army has primary responsibilities for the following functions as those functions pertain to the missions, types of warfare, and types of operations set forth in *b* and *c* below:

- (1) Determining Army force requirements and making recommendations thereon to the Joint Chiefs of Staff.
- (2) Planning for the utilization and exploitation of the intrinsic capabilities of forces of the other Services which may be made available.
- (3) Planning for the employment of the forces.
- (4) Recommending to the Joint Chiefs of Staff the deployment of forces and the assignment of forces to JCS-established commands and combined commands.
- (5) Procuring, organizing, equipping, and

training Army combatant and service forces.

- (6) Administering Army forces.
- (7) Logistical support of Army forces, including procurement, distribution, supply, equipment, and maintenance.
- (8) Developing doctrines, procedures, tactics, and techniques employed by Army forces.
- (9) Determining the size of the Army forces to be trained and making recommendations thereon to the Joint Chiefs of Staff.
- (10) Developing, garrisoning, supplying, equipping, and maintaining Army bases and other installations, including lines of communications, in the continental United States and in other areas specified by the Joint Chiefs of Staff, and providing administrative and logistical support of bases and lines of communication under JCS-established commands or as otherwise directed by the Joint Chiefs of Staff.
- (11) Conducting research and development, including the development of specialized weapons and equipment.
- (12) Tactical testing and evaluation.
- (13) Providing for training for joint operations and joint exercises, including—
 - (a) Development of doctrines, procedures, tactics, techniques, and methods of organization for joint opera-

tions and joint exercises, subject to the approval of the Joint Chiefs of Staff.

- (b) Development and preparation of publications for the conduct of training for joint operations and joint exercises.
- (c) Determination of requirements for training for joint operations and joint exercises.
- (d) Determination and establishment of adequate procedures for the conduct of training for joint operations and joint exercises.
- (e) Conduct of such joint training as is mutually agreed to by the Services concerned.

(14) Consulting and coordinating with the other Services in all matters of joint concern.

b. Missions. The missions to which the foregoing functions pertain are to—

- (1) Defeat enemy land forces.
- (2) Seize, occupy, and defend land areas.
- (3) Control vital land areas except as otherwise specified herein.
- (4) Conduct land campaigns.
- (5) Organize, train, and equip Army anti-aircraft artillery.

c. Types of Warfare and Types of Operations. The types of warfare and of operations to which the functions pertain are—

- (1) Combat operations on land, except as otherwise specified herein.
- (2) Antiaircraft artillery operations, except as otherwise specified herein.
- (3) Operation of land lines of communication with the exception of that organic land transportation operated by the Navy, the Marine Corps, and the Air Force.
- (4) Operation of aircraft and ships or craft which are organic to the Army.

20103. Army Responsibilities for Air Defense

With respect to air defense operations, the United States Army has the specific responsibility for—

a. Organizing, training, and equipping Army antiaircraft artillery units.

b. Providing Army forces as required for defense against air attack, in accordance with joint doctrines and procedures approved by the Joint Chiefs of Staff.

c. Participating with the other Services in joint air defense training and exercises as mutually agreed to between the Services concerned.

20104. Army Responsibilities for Amphibious Operations

With respect to amphibious operations, the United States Army has the specific responsibility for—

a. Organizing, equipping, and providing Army forces for joint amphibious operations.

b. Providing for the training of such forces in accordance with joint doctrines and procedures approved by the Joint Chiefs of Staff.

c. Developing, in coordination with the other Services, tactics, techniques, and equipment of interest to the Army for amphibious operations and not provided for in paragraphs 20204 and 20209 herein.

d. Participating with the other Services in joint amphibious training and exercises as mutually agreed to between the Services concerned.

20105. Army Responsibilities for Airborne Operations

With respect to airborne operations, the United States Army has the specific responsibility for—

a. Organizing, equipping, and providing Army forces for airborne operations.

b. Providing for the training of such forces in accordance with joint doctrines and procedures approved by the Joint Chiefs of Staff.

c. Developing, in coordination with the Navy, the Air Force, and the Marine Corps, the doctrines, procedures, and equipment employed by Army and Marine forces in airborne operations. (The Army shall have primary interest in the development of those airborne doctrines, procedures, and equipment which are of common interest to the Army and Marine Corps.)

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d. Designating an appropriate command or agency responsible to the Chief of Staff, United States Army, for the following in connection with joint airborne operations:

- (1) Development of doctrine and procedures employed by Army and Marine forces.
- (2) Evaluation of joint tactics and techniques and making appropriate recommendations thereon.
- (3) Evaluation of the adequacy of equipment and making appropriate recommendations thereon.
- (4) Evaluation of the adequacy of joint training and making appropriate recommendations thereon.
- (5) Review of publications covering the conduct of joint training and making appropriate recommendations thereon.

The Chief of Staff, United States Army, shall invite the Navy, Air Force, and Marine Corps to establish liaison with the designated command or agency and to submit comments upon projects under development or suggestions for additional projects. Working drafts of projects under development shall be circulated to the Navy, Air Force, and Marine Corps at appropriate times for comment prior to finalization. The Chief of Staff, United States Army, shall submit all finalized reports of projects developed within the United States Army, to the Navy, Air Force, and Marine Corps for review and concurrence. In the event of non-concurrence, the Chief of Staff, United States Army, shall attempt to resolve the divergent views promptly, and prior to referring the project to the Joint Chiefs of Staff. All projects in which divergent views cannot be resolved between the Chief of Staff, United States Army, Chief of Naval Operations, Chief of Staff, United States Air Force, and Commandant of the Marine Corps, shall be forwarded by the Chief of Staff, United States Army, promptly, with divergent views isolated and thoroughly defined, to the Joint Chiefs of Staff for resolution. Projects concerning basic doctrine, procedures, and command relations,

in which the Army, Navy, Air Force, and Marine Corps have concurred, shall be forwarded by the Chief of Staff, United States Army, to the Joint Chiefs of Staff for formal approval and further forwarding to the Army, Navy, Air Force, and Marine Corps for promulgation. All projects which do not require formal JCS approval, in which the Army, Navy, Air Force, and Marine Corps have concurred, or in which divergencies have been resolved by the Joint Chiefs of Staff, shall be forwarded by the Chief of Staff, United States Army, to the Navy, Air Force, and Marine Corps for promulgation.

e. Participating with the other Services in joint airborne training and exercises as mutually agreed to between the Services concerned.

20106. Army Responsibilities in Connection With Close Combat Air Support of Ground Forces

With respect to close combat air support of ground forces, the Army has the specific responsibility for—

- a. Providing, in accordance with inter-service agreements, communications, personnel and equipment employed by Army forces.
- b. Conducting individual and unit training of Army forces.
- c. Developing equipment, tactics, and technique employed by Army forces.
- d. Participating with the Air Force in joint training and joint exercises as mutually agreed to between the Services.

20107. Miscellaneous Responsibilities of the Army

The primary functions of the United States Army also include primary responsibility for—

- a. Participating with the Navy, Air Force, and Marine Corps in the development of joint doctrines, procedures, tactics, techniques, training, publications, and equipment for joint tactical air support operations, joint air transportation operations, joint air defense operations, joint amphibious operations, joint landing force operations, and such other joint operations as may be made the responsibility of the chief of Naval Operations, the Comman-

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dant of the Marine Corps, or the Chief of Staff, United States Air Force.

b. Furnishing adequate, timely, and reliable intelligence for the Army.

c. Providing forces, as directed by proper authority, for the occupation of territories abroad, to include the establishment of military government pending transfer of this responsibility to other authority.

d. Providing support, as directed by higher authority, for the following activities:

- (1) Administration and operation of the Panama Canal.

- (2) River and harbor projects in the United States, its territories and possessions.

- (3) Certain other civil activities prescribed by law.

20108. Collateral Responsibilities of the Army

The United States Army has a collateral responsibility for the interdiction of enemy sea and air power and communications through operations on or from land.

Section 2

FUNCTIONS OF THE UNITED STATES NAVY AND THE
UNITED STATES MARINE CORPS

	Paragraph
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Navy Responsibilities for Amphibious Operations.....	20204
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20201. Composition, and Broad Statement of Responsibility

The Department of the Navy comprises the United States Navy and the United States Marine Corps; and the United States Coast Guard when operating as a part of the Navy pursuant to law. It is composed of Navy and Marine combat and service forces, including naval aviation, shore bases, and establishments. These forces are organized, trained, and equipped primarily for prompt and sustained combat operations at sea, and for air and land operations incident thereto. Of the three major Services, the Navy has primary interest in and primary responsibility for all operations at sea, except in those operations otherwise specified herein. In addition to the primary functions listed below, a primary responsibility of the Department of the Navy is to maintain the United States Marine Corps, which shall include land combat and service forces, and such aviation as may be organic therein.

20202. Primary Functions of the Navy and the Marine Corps

a. Functions. The United States Navy and/or the United States Marine Corps, as appropriate, have primary responsibility for the following functions as those functions pertain to the missions, types of warfare, and types of operations set forth in *b* and *c* below:

- (1) Determining Navy and Marine Corps force requirements and making recommendations thereon to the Joint Chiefs of Staff.
- (2) Planning for the utilization and exploitation of the intrinsic capabilities of forces of the other Services which may be made available.
- (3) Planning for the employment of the forces.
- (4) Recommending to the Joint Chiefs of Staff the deployment of forces and the assignment of forces to JCS-established commands and combined commands.
- (5) Procuring, organizing, equipping, and training Navy and Marine Corps combatant and service forces.
- (6) Administering Navy and Marine Corps forces.
- (7) Logistical support of Navy and Marine Corps forces, including procurement, distribution, supply, equipment, and maintenance.
- (8) Developing doctrines, procedures, tactics, and techniques employed by Navy and Marine Corps forces.
- (9) Determining the size of Navy and Marine Corps forces to be trained and making recommendations thereon to the Joint Chiefs of Staff.

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- (10) Developing, garrisoning, supplying, equipping, and maintaining Navy and Marine Corps bases and other installations, including lines of communications, in the continental United States and in other areas specified by the Joint Chiefs of Staff, and providing administrative and logistical support of bases and lines of communication under JCS-established commands or as otherwise directed by the Joint Chiefs of Staffs.
- (11) Conducting research and development, including the development of specialized weapons and equipment.
- (12) Tactical testing and evaluation.
- (13) Providing for training for joint operations and joint exercises, including—
 - (a) Development of doctrines, procedures, tactics, techniques, and methods of organization for joint operations and joint exercises, subject to the approval of the Joint Chiefs of Staff.
 - (b) Development and preparation of publications for the conduct of training for joint operations and joint exercises.
 - (c) Determination of requirements for training for joint operations and joint exercises.
 - (d) Determination and establishment of adequate procedures for the conduct of training for joint operations and joint exercises.
 - (e) Conduct of such joint training as is mutually agreed to by the Services concerned.
- (14) Consulting and coordinating with the other Services in all matters of joint concern.

b. Missions. The missions to which the foregoing functions pertain are to—

- (1) Seek out and destroy enemy naval forces and suppress enemy sea commerce.
- (2) Gain and maintain general sea su-

- premacy.
- (3) Control vital sea areas and to protect vital sea lines of communication.
- (4) Protect shipping.
- (5) Establish and maintain local superiority (including air) in an area of naval operations.
- (6) Seize and defend advanced naval bases.

c. Types of Warfare and Types of Operations. The types of warfare and types of operations to which the functions pertain are—

- (1) Combat operations at sea, which include the operation of sea-based aircraft and land-based naval aircraft.
- (2) Land operations essential to the prosecution of a naval campaign.
- (3) Air operations as necessary for the accomplishment of objectives in a naval campaign.
- (4) Naval reconnaissance.
- (5) Antisubmarine warfare.
- (6) Mine warfare, including the air aspects thereof, and mine countermeasures except where responsibilities are charged to another Service.
- (7) Controlled minefield operations.
- (8) Providing air and land transport essential for naval operations and not otherwise provided for herein.
- (9) Providing and operating sea transport for the Armed Forces other than that which is organic to the individual Services.
- (10) Furnishing aerial photography as necessary for Navy and Marine Corps operations.
- (11) Harbor defense operations except where responsibilities are charged to another Service.

20203. Navy and Marine Corps Responsibilities for Air Defense

With respect to air defense operations, the Navy and/or the Marine Corps, as appropriate, have the specific responsibility for—

- a.* Providing naval (including naval air) forces as required for the defense of the United

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States against air attack, in accordance with joint doctrines and procedures approved by the Joint Chiefs of Staff.

b. Providing sea-based air defense and sea-based means for coordinating control for defense against air attack, coordinating with the other Services in matters of joint concern.

c. Participating with the other Services in joint air defense training and exercises as mutually agreed to between the Services concerned.

20204. Navy Responsibilities for Amphibious Operations

With respect to amphibious operations, the Navy has the specific responsibility for—

a. Organizing and equipping, in coordination with the other Services, and providing naval forces, including naval close air support forces, for the conduct of joint amphibious operations.

b. Amphibious training of all forces as assigned for joint amphibious operations in accordance with the policies and doctrines of the Joint Chiefs of Staff.

c. Developing, in coordination with the other Services, the doctrines, procedures, and equipment of naval forces for amphibious operations and the doctrines and procedures for joint amphibious operations.

d. Developing tactics and techniques employed by naval forces in joint amphibious operations.

e. Conducting individual and unit training of naval forces for joint amphibious operations.

f. Designating an appropriate command or agency responsible to the Chief of Naval Operations for the following in connecting with joint amphibious operations:

- (1) Development of doctrines and procedures.
- (2) Evaluation of joint tactics and techniques and making appropriate recommendations thereon.
- (3) Evaluation of the adequacy of equipment and making appropriate recommendations thereon.
- (4) Evaluation of the adequacy of joint training and making appropriate recommendations thereon.

- (5) Review of publications covering the conduct of joint training and making appropriate recommendations thereon.

(This command or agency shall not have cognizance over landing force tactics, techniques, and equipment which are responsibilities of the United States Marine Corps and are covered in par. 20209.)

The Chief of Naval Operations shall invite the Army, Air Force, and Marine Corps to establish liaison with the designated command or agency and to submit comments upon projects under development or suggestions for additional projects. Working drafts of projects under development shall be circulated to the Army, Air Force, and Marine Corps at appropriate times for comment prior to finalization. The Chief of Naval Operations shall submit all finalized reports of projects developed within the United States Navy to the Army, Air Force, and Marine Corps for review and concurrence. In the event of nonconcurrence, the Chief of Naval Operations shall attempt to resolve the divergent views promptly, and prior to referring the project to the Joint Chiefs of Staff. All projects in which divergent views cannot be resolved between the Chief of Staff, United States Army, Chief of Naval Operations, Chief of Staff, United States Air Force, and Commandant, Marine Corps, shall be forwarded by the Chief of Naval Operations promptly with divergent views isolated and thoroughly defined, to the Joint Chiefs of Staff for resolution. Projects concerning basic doctrine, procedures, and command relations, in which the Army, Navy, Air Force, and Marine Corps have concurred, shall be forwarded by the Chief of Naval Operations to the Joint Chiefs of Staff for formal approval and further forwarding to the Army, Navy, Air Force, and Marine Corps for promulgation. All projects which do not require formal JCS approval, in which the Army, Navy, Air Force, and Marine Corps have concurred, or in which divergencies have been resolved by the Joint Chiefs of Staff, shall be forwarded by the Chief of Naval Operations to the Army, Air Force, and Marine Corps for promulgation.

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g. Participating with the other Services in joint amphibious training and exercises as mutually agreed to between the Services concerned.

20205. Navy and Marine Corps Responsibilities for Airborne Operations

With respect to airborne operations, the specific responsibilities of the United States Navy and the Marine Corps are set forth in paragraphs 20207 and 20209.

20206. Navy and Marine Corps Responsibilities in Connection With Close Combat Air Support of Ground Forces

With respect to close combat air support of ground forces, the United States Navy and the United States Marine Corps have specific responsibilities as set forth in paragraphs 20204 and 20209, and a collateral responsibility as set forth in paragraph 20208.

20207. Miscellaneous Responsibilities of the Navy and the Marine Corps

The primary functions of the Navy and/or the Marine Corps, as appropriate, also include primary responsibility for—

a. Participating with the Army and Air Force in the development of joint doctrines, procedures, tactics, techniques, training, publications, and equipment for joint air transportation operations, joint airborne operations, joint tactical air support operations, joint air defense operations, and such other joint operations as may be made the responsibility of the Chief of Staff of the Army or the Chief of Staff of the Air Force.

b. Furnishing adequate, timely, and reliable intelligence for the Navy and the Marine Corps.

c. Providing forces as directed by proper authority for the establishment of military government, pending transfer of this responsibility to other authority.

20208. Collateral Responsibilities of the Navy and Marine Corps

The collateral functions of the United States Navy and/or the Marine Corps, as appropriate, are as follows:

a. Interdict enemy land and air power and

communications through operations at sea.

b. Conduct close air support for land operations.

c. Furnish aerial photography for cartographic purposes.

d. Be prepared to participate in the over-all air effort as directed by the Joint Chiefs of Staff.

20209. Responsibilities of the Marine Corps

a. Provide Fleet Marine Forces of combined arms, together with supporting air components, for service with the Fleet in the seizure or defense of advanced naval bases and for the conduct of such land operations as may be essential to the prosecution of a naval campaign;

b. Provide detachments and organizations for service on armed vessels of the Navy, and security detachments for the protection of naval property at naval stations and bases;

c. Develop, in coordination with the Army, the Navy, and the Air Force, the tactics, techniques, and equipment employed by landing forces in amphibious operations. (The Marine Corps shall have primary interest in the development of those landing force tactics, techniques, and equipment which are of common interest to the Army and the Marine Corps.)

d. Designate an appropriate command or agency responsible to the Commandant of the Marine Corps to develop in coordination with the Army, Navy, and Air Force, the tactics, techniques, and equipment employed by landing forces in amphibious operations. Specifically, this will include:

- (1) Development of those phases of amphibious operations which pertain to tactics, techniques, and equipment employed by landing forces.
- (2) Evaluation of joint tactics and techniques and making appropriate recommendations thereon.
- (3) Evaluation of the adequacy of equipment and making appropriate recommendations thereon.
- (4) Evaluation of the adequacy of joint training and making appropriate recommendations thereon.

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- (5) Review of publications covering the conduct of joint training and making appropriate recommendations thereon.

The Commandant of the Marine Corps shall invite the Army, Navy, and Air Force to establish liaison with the designated command or agency and to submit comments upon projects under development or suggestions for additional projects. Working drafts of projects under development shall be circulated to the Army, Navy, and Air Force at appropriate times for comment prior to finalization. The Commandant of the Marine Corps shall submit all finalized reports of projects developed within the Marine Corps to the Army, Navy, and Air Force for review and concurrence. In the event of nonconcurrence, the Commandant of the Marine Corps shall attempt to resolve the divergent views promptly, and prior to referring the project to the Joint Chiefs of Staff. All projects in which divergent views cannot be resolved between the Chief of Staff, United States Army, Chief of Naval Operations, Chief of Staff, United States Air Force, and Commandant of the Marine Corps, shall be forwarded by the Commandant of the Marine Corps promptly, with divergent views isolated and thoroughly defined, to the Joint Chiefs of

Staff for resolution. All projects which do not require formal JCS approval, in which the Army, Navy, Air Force and Marine Corps have concurred, or in which divergencies have been resolved by the Joint Chiefs of Staff, shall be forwarded by the Commandant of the Marine Corps to the Army, Navy, and Air Force for promulgation.

e. Participate with the other Services in joint amphibious training and exercises as mutually agreed to between the Services concerned.

f. Train and equip, as required, Marine Forces for airborne operations, in coordination with the Army, the Navy, and the Air Force, in accordance with policies and doctrines of the Joint Chiefs of Staff. (This will be construed to mean that the Marine Corps will not, unless authorized by the Joint Chiefs of Staff, train and equip parachute and glider units, but will, in general, limit the training and equipping "for airborne operations" to the transportation of Marine Forces by air.)

g. Develop, in coordination with the Army, the Navy, and the Air Force, doctrines, procedures, and equipment of interest to the Marine Corps for airborne operations and not provided for in paragraphs 20105 and 20305 herein.

Section 3

FUNCTIONS OF THE UNITED STATES AIR FORCE

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20301. Composition, and Broad Statement of Responsibility

The United States Air Force includes air combat and service forces, such land and water transport and security forces as may be organic therein, and Air Force bases and installations. It is organized, trained, and equipped primarily for prompt and sustained combat operations in the air. Of the three major Services, the Air Force has primary interest in and primary responsibility for all operations in the air, except those operations otherwise specified herein.

20302. Primary Functions of the Air Force

a. Functions. The United States Air Force has primary responsibility for the following functions, as those functions pertain to the missions, types of warfare, and types of operations set forth in *b* and *c* below:

- (1) Determining Air Force force requirements and making recommendations thereon to the Joint Chiefs of Staff.
- (2) Planning for the utilization and exploitation of the intrinsic capabilities of forces of the other Services which may be made available.
- (3) Planning for the employment of the forces.
- (4) Recommending to the Joint Chiefs of Staff the deployment of forces and the assignment of forces to JCS-established

commands and combined commands.

- (5) Procuring, organizing, equipping, and training Air Force combatant and service forces.
- (6) Administering Air Force forces.
- (7) Logistical support of Air Force forces, including procurement, distribution, supply, equipment, and maintenance.
- (8) Developing doctrines, procedures, tactics, and techniques employed by Air Force forces.
- (9) Determining the size of Air Force forces to be trained and making recommendations thereon to the Joint Chiefs of Staff.
- (10) Developing, garrisoning, supplying, equipping, and maintaining Air Force bases and other installations, including lines of communications, in the continental United States and in other areas specified by the Joint Chiefs of Staff, and providing administrative and logistical support of bases and lines of communication under JCS-established commands or as otherwise directed by the Joint Chiefs of Staff.
- (11) Conducting research and development, including the development of specialized weapons and equipment.
- (12) Tactical testing and evaluation.
- (13) Providing training for joint operations and joint exercises, including—
 - (a) Development of doctrines, proce-

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dures, tactics, techniques, and methods of organization for joint operations and joint exercises, subject to the approval of the Joint Chiefs of Staff.

- (b) Development and preparation of publications for the conduct of joint training for joint operations and joint exercises.
- (c) Determination of requirements for training for joint operations and joint exercises.
- (d) Determination and establishment of adequate procedures for the conduct of training for joint operations and joint exercises.
- (e) Conduct of such joint training as is mutually agreed to by the Services concerned.
- (14) Consulting and coordinating with the other Services in all matters of joint concern.

b. Missions. The missions to which the foregoing functions pertain are to—

- (1) Defend the United States against air attack.
- (2) Gain and maintain general air supremacy.
- (3) Defeat enemy air forces.
- (4) Control vital air areas.
- (5) Establish local air superiority except as otherwise specified herein.
- (6) Interdict enemy land power and communications.
- (7) Furnish combat and logistical air support to the Army, to include air lift and resupply of airborne operations, close combat air support, aerial photography, tactical reconnaissance, and interdiction of enemy land power and communications.
- (8) Effect, through the systematic application of force to a selected series of vital targets, the progressive destruction and disintegration of the enemy's war making capacity to a point where he no longer retains the ability or the will to wage war.

- (9) Provide air transport for the Armed Forces except as otherwise specified herein.

c. Types of warfare and types of operations. The types of warfare and types of operations to which the functions pertain are—

- (1) Combat and logistic operations in the air, except as otherwise specified herein.
- (2) Strategic air warfare.
- (3) Strategic and tactical aerial reconnaissance, except as otherwise specified herein.
- (4) Aerial photography for use by the Army and the Air Force.
- (5) Operation of air lines of communication in accordance with interservice agreements and with the exception of that organic air transportation operated by the Army, the Navy, and the Marine Corps.
- (6) Operation of land vehicles and ships or craft which are organic to the Air Force.

20303. Air Force Responsibilities for Air Defense

With respect to air defense operations, the Air Force has the specific responsibility for—

a. Organizing, equipping, and providing Air Force forces for the defense of the United States against air attack.

b. Organizing, equipping, and providing Air Force forces for land-based air defense, coordinating with the other Services in matters of joint concern.

c. Developing tactics, techniques, and equipment employed by Air Force forces in defense against air attack.

d. Conducting individual and unit training of Air Force air defense forces.

e. Formulating, in coordination with the other Services, joint doctrines and procedures for the defense of the United States against air attack.

f. Developing, in coordination with the other Services, doctrines, procedures, and equipment for air defense from land areas, including the

continental United States.

g. Designating an appropriate command or agency responsible to the Chief of Staff, United States Air Force, for the following in connection with joint air defense operations.

- (1) Development of doctrines and procedures for the defense of the United States against air attack, and the doctrines and procedures for air defense from land areas.
- (2) Evaluation of joint tactics and techniques and making appropriate recommendations thereon.
- (3) Evaluation of the adequacy of equipment and making appropriate recommendations thereon.
- (4) Evaluation of the adequacy of joint training and making appropriate recommendations thereon.
- (5) Review of publications covering the conduct of joint training and making appropriate recommendations thereon.

In establishing joint doctrines and procedures developed in accordance with the foregoing, the Chief of Staff, United States Air Force shall follow the procedure set forth in paragraph 20307.

h. Participating with the other Services in joint air defense training and exercises as mutually agreed by the Services concerned.

20304. Air Force Responsibilities for Amphibious Operations

With respect to amphibious operations, the Air Force has the specific responsibility for—

a. Organizing and equipping, in coordination with the other Services, and providing Air Force forces for joint amphibious operations, and providing for their training in accordance with joint doctrines and procedures approved by the Joint Chiefs of Staff.

b. Developing, in coordination with the other Services, tactics, techniques, and equipment of interest to the Air Force for amphibious operations and not provided for in paragraphs 20204 and 20209.

c. Participating with the other Services in joint amphibious training and exercises as mu-

tually agreed to between the Services concerned.

20305. Air Force Responsibilities for Airborne Operations

With respect to airborne operations, the Air Force has the specific responsibility for—

a. Providing Air Force forces for the air movement of troops, supplies, and equipment in joint airborne operations, to include parachute, glider, and aircraft landings.

b. Conducting individual and unit training of Air Force forces for airborne operations.

c. Developing, in coordination with the other Services, doctrines, procedures, and equipment employed by Air Force forces in airborne operations.

d. Developing tactics and techniques employed by Air Force forces in the air movement of troops, supplies, and equipment.

e. Designating an appropriate command or agency responsible to the Chief of Staff, United States Air Force, for the following joint air transportation matters in connection with joint airborne operations.

- (1) Development of doctrines and procedures employed by Air Force forces.
- (2) Evaluation of joint tactics and techniques, and making appropriate recommendations thereon.
- (3) Evaluation of the adequacy of equipment, and making appropriate recommendations thereon.
- (4) Evaluation of the adequacy of joint training, and making appropriate recommendations thereon.
- (5) Review of publications covering the conduct of joint training, and making appropriate recommendations thereon.

In establishing joint doctrines and procedures developed in accordance with the foregoing, the Chief of Staff, United States Air Force shall follow the procedure set forth in paragraph 20307.

f. Participating with the other Services in joint training and exercises as mutually agreed to between the Services concerned.

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20306. Air Force Responsibilities in Connection With Close Combat Air Support of Ground Forces

With respect to close combat air support of ground forces, the Air Force has the specific responsibility for—

a. Providing Air Force forces for close combat air support of ground forces.

b. Conducting individual and unit training of Air Forces for close combat air support of ground forces.

c. Developing, in coordination with the other Services, joint doctrines and procedures for close combat air support of ground forces, except as provided for in paragraphs 20204 and 20209.

d. Developing equipment, tactics, and techniques employed by Air Force forces in close combat air support of ground forces.

e. Designating an appropriate command or agency responsible to the Chief of Staff, United States Air Force, for the following, in connection with joint tactical air support operations:

- (1) Development of doctrines and procedures employed by Air Force forces.
- (2) Evaluation of joint tactics and techniques and making appropriate recommendations thereon.
- (3) Evaluation of the adequacy of equipment and making appropriate recommendations thereon.
- (4) Evaluation of the adequacy of joint training and making appropriate recommendations thereon.
- (5) Review of publications covering the conduct of joint training and making appropriate recommendations thereon.

In establishing joint doctrines and procedures developed in accordance with the foregoing, the Chief of Staff, United States Air Force shall follow the procedure set forth in paragraph 20307.

f. Participating with the other Services in joint training and exercises as mutually agreed to between the Services concerned.

20307. Miscellaneous Responsibilities of the Air Force

The primary functions of the Air Force also include primary responsibility for—

a. Participating with the Army, Navy, and Marine Corps in the development of joint doctrines, procedures, tactics, techniques, training, publications, and equipment for joint amphibious operations, joint airborne operations, joint landing force operations, and such other joint operations as may be made the responsibility of the Chief of Staff, United States Army, Chief of Naval Operations, or the Commandant, United States Marine Corps.

b. In developing and establishing joint doctrines and procedures in accordance with paragraphs 20303, 20305, and 20306, the Chief of Staff, United States Air Force, shall invite the Army, Navy, and Marine Corps to establish liaison with the designated commands or agencies and to submit comments upon projects under development or suggestions for additional projects. Working drafts of projects under development shall be circulated to the Army, Navy, and Marine Corps at appropriate times for comment prior to finalization. The Chief of Staff, United States Air Force, shall submit all finalized reports of projects developed within the United States Air Force to the Army, Navy, and Marine Corps for review and concurrence. In the event of nonconcurrence, the Chief of Staff, United States Air Force, shall attempt to resolve the divergent views promptly, and prior to referring the project to the Joint Chiefs of Staff. All projects in which divergent views cannot be resolved between the Chief of Staff, United States Army, the Chief of Naval Operations, the Chief of Staff, United States Air Force, and the Commandant, United States Marine Corps, shall be forwarded by the Chief of Staff, United States Air Force, promptly, with divergent views isolated and thoroughly defined, to the Joint Chiefs of Staff for resolution. Projects concerning basic doctrine, procedures, and command relations, in which the Army, Navy, Air Force, and Marine Corps have concurred, shall be forwarded by the Chief of Staff, United States Air Force, to the Joint Chiefs of Staff for formal approval

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and further forwarding to the Army, Navy, Air Force, and Marine Corps for promulgation. All projects which do not require formal JCS approval, in which the Army, Navy, Air Force, and Marine Corps have concurred, or in which divergencies have been resolved by the Joint Chiefs of Staff, shall be forwarded by the Chief of Staff, United States Air Force, to the Army, Navy, and Marine Corps for promulgation.

c. Providing adequate, timely, and reliable intelligence for the Air Force.

d. Furnishing aerial photography for cartographic purposes.

20308. Collateral Responsibilities of the Air Force

The United States Air Force has a collateral responsibility for—

a. Interdiction of enemy sea power through air operations.

b. Antisubmarine warfare and protection of shipping.

c. Aerial minelaying operations.

CHAPTER 3
PRINCIPLES GOVERNING JOINT OPERATIONS
OF THE ARMED FORCES

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Section 1**GENERAL****30101. General**

This chapter provides guidance for commanders who will use the forces, provided and trained by the individual Services, in the con-

duct of joint operations. The succeeding sections of this chapter provide instructions for commanders of joint forces in regard to command, organization, operations, logistics, and administration of their forces.

Section 2

COMMAND AND ORGANIZATION

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Subsection 1. GENERAL

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30201. Definitions

a. Command. The term "command" has several meanings:

- (1) The authority vested in an individual of the Armed Forces for the direction, coordination, and control of military forces.
- (2) An order given by a commander; that is, the will of the commander expressed in a definite form for the purpose of bringing about a particular action in a specific way.
- (3) A unit or units, an organization, or an area under the command of one individual.

b. Joint Force. This is a general term applied to a force which is composed of significant elements of the Army, the Navy (Marine Corps), and the Air Force, or any two of these Services, operating under a single commander authorized to exercise unified command or operational control over such joint forces.

c. Mission. A mission is a statement of the task which is to be accomplished by the commander, and its "purpose." The purpose expresses the "objective" of the action taken in the execution of the task.

d. Objective. The word "objective" has two meanings in military usage:

- (1) In the abstract sense, the effect desired.
- (2) In the concrete sense, the physical goal of the action taken.

30202. Purpose

The purpose of this section is to—

a. Set forth the principles upon which effective command organization is based.

b. Describe appropriate applications of the principles by those authorities which establish commands and by commanders in organizing their commands.

c. Prescribe, define, and describe methods of command organization which are approved for employment in joint action.

Subsection 2. PRINCIPLES AND THEIR APPLICATION

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30203. Command Authority

Command authority is established in order that a commander may have the control over his force necessary to enable him to accomplish his mission and thereby discharge his responsibility. The authority vested in a commander must be commensurate with the responsibility assigned him.

30204. Aims of Sound Command Organization

The mission to be accomplished and the objectives to be attained in accomplishment of the mission are the most fundamental of all considerations in the establishment of command organization. Sound command organization should provide for—

- a. Centralized direction.
- b. Decentralized execution;
- c. Common doctrine.

Centralized direction is essential for coordinating the efforts of the forces commanded. Decentralized execution is essential because no one commander can control the detailed actions of a large number of units or individuals. Common doctrine is essential for mutual understanding and confidence between a commander and his subordinates, and among the subordinates themselves, so that timely and effective action will be taken by all concerned in the absence of specific instructions.

30205. Chain of Command

a. *Top Echelon.* Responsibility and authority for conducting a campaign, an operation, or a series of similar or related operations, normally are vested in a single commander who exercises his command through “a chain of command.”

b. *Next Lower Echelon.* In his plan the commander should apportion the tasks which together will accomplish his plan to subordinate commanders as necessary. Each of these immediate subordinate commanders is responsible to the common superior for the accomplishment of his assigned task. Together these commanders constitute the next lower echelon of command.

c. *Further Echelons.* Each subordinate commander, in turn, should further apportion the tasks which together will accomplish his plan to his subordinates as required.

d. *Governing Principle.* The extent to which this process of subdivision is continued is dependent upon the nature of the task(s) and the forces available to the commanders involved. The several command echelons thus established constitute the chain of command.

30206. Responsibility of Superior

Having apportioned the tasks which together will accomplish his plan and assigned responsibility for their execution, it is the responsibility of the superior to—

a. State the missions or tasks of his subordinates so as to indicate clearly how each subordinate is expected to contribute to the superior's plan.

b. Assign to his immediate subordinates forces and other means with which to accomplish their tasks.

c. Delegate to his subordinates authority commensurate with their responsibilities.

d. Provide his subordinates with all the information available and pertinent to the situation and notify them promptly of changes therein.

e. Inform his subordinates of changes in his plans and modify their missions, tasks, and forces as necessary to meet the exigencies of a changing situation.

30207. Responsibility of Subordinate Commander

It is the responsibility and the duty of the subordinate commander to provide for the accomplishment of mission(s) or tasks assigned him in the plan of his superior. A subordinate commander is given wide latitude in choosing or changing his course of action for accomplishing assigned missions or tasks which are relatively independent of other forces. Conversely, when he is assigned missions or tasks involving interdependent action between himself and other commanders, his choice may be limited by the coordinating directives of his superior's plan which must be followed. When required by a changing situation, a subordinate commander may depart in some measure from the plan, provided his action will not jeopardize other friendly forces and is in the interest of better accomplishing the over-all mission. Any such departure from plan by a subordinate commander must be communicated as soon as practicable to his superior as well as to subordinate commanders concerned.

30208. Selection of Subordinate Commanders and Staff Members

Commanders must utilize and exploit fully the weapons, techniques, and capabilities of their assigned forces. However, the complexi-

ties of modern matériel and technique tend to limit the commander's detailed knowledge in these matters. Therefore, in order that they may effectively utilize their forces and, at the same time, provide for both the centralized control and competent decentralized direction of these forces, it is essential that commanders—

a. Select competent subordinate commanders.

b. Have competent advisers assigned to their staffs to advise them in the effective use of their forces.

30209. Coordination of Effort

The concept of our military establishment as an efficient team of land, naval, and air forces is based on the fact that in modern warfare effective utilization of the military power of the Nation requires that the efforts of all the Services comprising the Department of Defense be closely coordinated. Coordination between the Services themselves is obtained by the authority of the President and the Secretary of Defense, by the strategic planning and direction of the Joint Chiefs of Staff, and by common servicing. Coordination between forces of the Services is achieved by adherence to common strategic plans and directives and by sound operational and administrative command organization.

30210. General Factors Determining Organizational Structure

a. General Factors. The organizational form of a command, the size and nature of the forces assigned, and the extent of the authority exercised by the commander are based primarily on—

- (1) Responsibilities, missions, and tasks assigned to the commander.
- (2) The nature and scope of the operation(s).
- (3) The forces which will be available.

b. Particular Factors. The organization of the command within the form prescribed by the establishing authority is based primarily on the—

- (1) Manner in which the commander decides to fulfill his mission.

- (2) Characteristics and Service identity of the forces assigned to his command.

30211. Determination of Area Basis or Functional Basis

The nature of the responsibilities, missions, and tasks assigned to the commander will also determine—

a. Whether command on an *area basis* as well as a functional basis, in which the commander is made responsible by the appointing authority for specific military functions within his assigned geographical area should be employed; *or*

b. Whether command on a *functional basis only*, in which the commander is made responsible by the appointing authority for specific military operations or functions not related to a particular geographical area should be employed; *and*

c. The relationship which should exist between “area” and “functional” commanders when the execution of their respective missions brings their forces into common or contiguous geographical areas.

30212. Area Basis

a. *Purpose of Command Organization on Area Basis.* Command organization on a geographical area basis is the most commonly used method of command organization for implementing the strategic plans and strategic guidance of the Joint Chiefs of Staff. The purpose of such an organization is to—

- (1) Provide for centralized direction of the forces within the area.
- (2) Coordinate the efforts of the Service components assigned to the area.
- (3) Fix responsibility for certain routine, continuing operations.
- (4) Limit the responsibility of the commander.
- (5) Effect essential coordination of logistic support.

b. *Area of Responsibility.* When responsibility for certain routing, continuing operations within a specified geographical area is assigned to a commander, he is said to be as-

signed an “area of responsibility” and is referred to as the “area commander” or “commander-in-chief” of the designated area. The title of the “area of responsibility” and the delineation thereof are prescribed in the establishing directive.

c. *Assignment of Areas and Subareas of Responsibility.* A large general geographical area may be assigned to the commander of a JCS-established unified command whose military operations are expected to be largely independent of the operation of other JCS-established commands. Areas of responsibility, smaller than those assigned to a JCS-established commander, may be assigned as necessary to commanders subordinate to the commander of a JCS-established unified command, or independent of him. Smaller “areas of responsibility” may be assigned to the commander of either joint forces or uni-Service forces to secure unity of effort in such operational missions as may be assigned to them, for coordination of defense, of logistics, or of the use of available facilities, or for any combination of these. Smaller “areas of responsibility” may be assigned by direction of—

- (1) The Joint Chiefs of Staff,
- (2) An Executive Agent of the Joint Chiefs of Staff, or
- (3) The commander assigned an “area of responsibility”

when the smaller area lies wholly within his assigned area of responsibility.

d. *Scope of Authority of Area Commander.* When a commander has been assigned an “area of responsibility,” his command is limited to those forces specifically assigned to him. Other forces are often assigned missions which require them to cross area boundaries. In such cases, it is the duty of the “area commander” to assist their operations to the extent of his capabilities, consistent with his other assigned missions. When transient forces, for any reason, are within the assigned area of responsibility of an “area commander,” although subject to his orders for certain purposes such as coordination for emergency defense, or allocation of local facilities, they are not part of his command and he is not in their chain of com-

mand. The normal chain of command of such transient combatant or service forces is fixed by their assignment to a command and not by their movement across geographical boundaries. Similarly, a separate force may be established by higher authority within the boundaries of an "area of responsibility" but operationally independent of it. In the latter case, the command relationships and the mutual responsibilities of the two forces shall be specified in the order establishing the independent force.

e. Information Required by Area Commander. Area commanders shall be kept apprised of the presence, mission, movement, and duration of stay of forces other than their own which are within their "areas of responsibility." Also, they shall be apprised of the command channels under which these extraregional forces will function. The authority directing such movement or permanent location is responsible for initiating transmittal of this necessary information.

30213. FUNCTIONAL BASIS.

a. Purpose of Command Organization on Functional Basis. For certain types of operations and forces a command organization based solely on military functions without respect to geographical areas is more suitable than an "area command." (An example is strategic air warfare.) A command organization on a purely functional basis is usually necessary or convenient for the purpose of—

- (1) Centralized control and direction of certain military functions and types of operations not restricted to or limited by a specific geographical area, and which may take place wholly or partly within geographic areas which are organized on an area command basis for other purposes.
- (2) Fixing responsibility for certain routine, continuing, inter-area operations.
- (3) Limiting the responsibility of a commander.
- (4) Effecting essential coordination of specialized logistic support required for the type of operation concerned.

b. Exemption from Control of Area Commander. The missions or tasks assigned to a functional command organization may require

that certain installations and activities of that organization be partially or wholly exempt from the command authority of an area commander in whose area they are located or within which they operate. Such exemptions will be specified by the authority which establishes the functional command organizations involved.

c. Area Commander's Responsibilities for Exempted Activities. Area commanders may be assigned specific responsibilities with respect to exempted installations or activities, such as logistic support, or area defense against enemy forces which would traverse the area commander's area of responsibility in order to attack the exempted installation or activity.

30214. SERVICE FUNCTIONS

30213. Functional Basis

a. Service Functions as They Affect Command Organization. In order to achieve stability, continuity, and economy, and to facilitate sound, long-range planning, each of the major Services is assigned primary responsibility for organizing, training, equipping, and providing forces for fulfilling their assigned Service functions. The functions involved in a military operation determine the Service identity of the forces to be assigned, the Service identity of subordinate component commanders, and usually the Service identity of the commander himself. When the functions involved are those of two or more Services, the necessity arises for the establishment of a joint force.

b. Consideration of Primary Functions of Services. Because the exact role of each Service and weapon in future war cannot be delimited, the assignments of primary functions contained in Chapters 1 and 2 are not intended to be rigidly prescriptive in time of war with respect to command authority in forces involved in joint action. However, when prescribing command structure or relationships, due consideration must be given to the functions of the respective Services.

30214. Maintenance of Uni-Service Organization INTEGRITY

The command organization should integrate components of two or more Services into effi-

cient teams while, at the same time, preserving to each Service its inherent responsibilities in disciplinary, technical, and administrative matters and its assigned responsibilities. The commander of any force must give due consideration to these uni-Service responsibilities. Furthermore, organizational integrity of Service components should be maintained insofar as practicable in order to exploit fully their inherent capabilities.

30215. Commander Organizing a Joint Force

a. Fundamental Considerations. Consistent with the provisions of this Section, and within the framework of the method of command specified by the establishing authority, each commander of a joint force shall organize his force so as to best perform his mission. The organizational form of his forces will depend on the mission assigned, the manner in which he decides to fulfill his mission, the capabilities and strength of the component elements of the forces assigned to him, and the phasing of the contemplated operation. The arrangement and groupment of Service elements within his force should be sufficiently flexible to meet the planned phases of the contemplated operation and any development that may necessitate a change in plan.

b. Action. When the commander of a joint force has decided on the course of action he will follow to accomplish his mission, he converts that course of action into tasks, each of which he desires to be accomplished by an appropriate segment of the forces available to him. Accomplishment of all of these tasks comprises

the accomplishment of his own mission. The commander determines what regroupment of his forces is necessary in order to assign for each task appropriate forces whose combined capabilities are required for accomplishment of that task. In doing so, he should consider which tasks may best be accomplished by forces with any necessary attachments operating under his Service or component commanders and which tasks by forces operating under other subordinate commanders who are responsible directly to him.

30216. Methods of Exercising Joint Command and Obtaining Coordination

In accordance with the principles set forth in the preceding paragraphs, certain methods of exercising command and obtaining coordination are approved for use in joint action. These are enumerated below and will be defined and described in detail later in this section.

a. Methods of exercising command.

- (1) Exercising unified command.
- (2) Exercising JCS specified command.
- (3) Exercising operational control.
- (4) Exercising a designated degree of command or control over units attached for a specified purpose(s).

b. Methods of obtaining coordination.

- (1) Providing for action in support.
- (2) Providing for a coordinating authority.

c. Determination of method to be used. The method of command or coordination to be used will be determined by the authority establishing the command.

Subsection 3. EXECUTIVE AGENT FOR THE JCS

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30221. JCS Authority

In order to discharge their responsibilities for strategic direction of the Armed Forces,

the Joint Chiefs of Staff designate Executive Agents to act for them in the discharge of operating and command responsibilities. The Executive Agents appointed by the Joint

Chiefs of Staff are the Service heads, and they are empowered by law to exercise military command. Thus, command authority in each chain of United States military command is vested in the head of a Service acting either in his own right or as an Executive Agent of the Joint Chiefs of Staff. Command within a Service is well understood and is properly provided for in Service regulations. The status of an Executive Agent for the Joint Chiefs of Staff is described below.

30222. Definition of Executive Agent of the JCS

An Executive Agent for the Joint Chiefs of Staff is a member of the Joint Chiefs of Staff to whom they have assigned responsibility and delegated authority, which would otherwise be exercised by them collectively, to carry out for them certain of their duties.

30223. Purposes for Which an Executive Agent May Be Designated

An Executive Agent may be designated to act for the Joint Chiefs of Staff in the exercise of their control over—

- a.* A JCS-established unified command.
- b.* Certain operations and specified commands.
- c.* The development of special tactics, techniques, and equipment, except as otherwise provided herein.
- d.* The conduct of joint training, except as otherwise provided herein.

30224. Responsibilities of an Executive Agent

a. General Responsibilities. Acting for the Joint Chiefs of Staff, an Executive Agent shall—

- (1) Implement and comply with the policies and directives of the Joint Chiefs of Staff.

- (2) Insure proper coordination with other commands and agencies as appropriate.

b. Specific Responsibilities. In the exercise of his responsibilities, an Executive Agent shall—

- (1) Keep the Joint Chiefs of Staff informed of the major activities of the command or activity for which he is the Executive Agent.
- (2) Recommend to the Joint Chiefs of Staff action which the Joint Chiefs should take with regard to the command or activity for which he is the Executive Agent.
- (3) Except in an emergency, refer major operational decisions to the Joint Chiefs of Staff. Each emergency action of a major operational nature shall be reported promptly to the Joint Chiefs of Staff.
- (4) Refer any matters of controversy between the Services to the Joint Chiefs of Staff for resolution.

30225. Limitations on Authority of an Executive Agent

In designating an Executive Agent, the Joint Chiefs of Staff reserve to themselves all decisions pertaining to the following:

- a.* Establishment of basic policies within the purview of the Joint Chiefs of Staff.
- b.* Assignment of missions.
- c.* Issue of basic directives.
- d.* Allocation of major forces and military means.

30226. JCS Directive to an Executive Agent

The Joint Chiefs of Staff directive designating an Executive Agent will contain a clear-cut statement of any additional responsibilities, authority, or restrictions which may be deemed to be appropriate.

Subsection 4. UNIFIED COMMAND

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30241. Definition of a Unified Command

A unified command is a joint force, under a single commander, which is composed of significant assigned or attached components of two or more Services, and which is constituted and so designated by the Joint Chiefs of Staff or by a commander of an existing unified command which was established by the Joint Chiefs of Staff.

30242. Criteria for Establishing a Unified Command

When either or both of the following criteria apply generally to a situation, a unified command normally is required to secure the necessary unity of effort:

a. A broad, continuing mission requiring execution by significant forces of two or more Services and necessitating single strategic direction.

b. Any combination of the following:

- (1) A large-scale operation requiring positive control of tactical execution by a large and complex force composed of components of two or more Services.
- (2) A large area requiring single responsibility for effective coordination of the operations therein.
- (3) Necessity for utilization by the whole command of limited logistical means.

30243. Action of the Establishing Authority

The authority which establishes a unified command shall designate a commander author-

ized to exercise unified command, assign to him forces and his mission, and may designate a second-in-command.

30244. Joint Staff

A commander of a unified command shall have a joint staff with appropriate members from each Service component under his command in key positions of responsibility. The joint staff shall be reasonably balanced with due regard to the composition of the forces and the character of the operation(s) so as to insure an understanding by the commander of the tactics, techniques, capabilities, needs and limitations of each component part of his forces. Normally, a member of the joint staff shall not also function as the commander of one of the Service components or of a subordinate force.

30245. Command of Component Forces

Forces assigned to a unified command will normally consist of two or more Service components each of which will be commanded directly by an officer of that component. Commanders of Service component forces will communicate directly with appropriate headquarters on matters which are not a responsibility of the commander of the unified command. Unless authorized to do so by the appointing authority, the commander of a unified command does not exercise direct command of any of the Service components or of a subordinate force. In exercising command, he shall take cognizance of the prerogatives and responsibilities of his Service component com-

manders as indicated in paragraphs 30249 and 30250.

30246. Authority of Commander of a Unified Command

In addition to their operational and strategic responsibilities and the over-all authority invested in a commander, commanders of a unified command have the following specific authority or responsibility:

a. To coordinate logistic and administrative support of the component forces of their unified command and to provide the maximum, balanced program for necessary military effectiveness and in furtherance of their missions. Under wartime conditions and where critical situations make diversion of normal logistic processes necessary, the logistic authority and responsibility of United States commanders under the Joint Chiefs of Staff are expanded to authorize them to utilize all facilities and supplies of all forces assigned to their commands as necessary for the accomplishment of their missions under the currently approved war plan being implemented. Responsibility for logistic support to component forces in these commands remains with the departments responsible for that support. Under conditions short of war, scope of the logistical and administrative responsibilities exercised by the commanders of unified commands will be consistent with the peacetime limitations imposed by legislation, departmental regulations, budgetary considerations, local conditions, and such other specific conditions as prescribed by the Joint Chiefs of Staff.

b. To exercise coordination of logistical and administrative policies and procedures through the separate military commanders of their component forces.

c. To exercise discipline of his entire command to the extent he deems necessary for military effectiveness.

d. To establish joint task forces, the commanders of which operate directly under him. Furthermore, a commander of a Joint Chiefs of Staff-established unified command has authority to establish subordinate unified commands

based upon criteria set forth in paragraph 30242. Normally, missions requiring operations of a uni-Service force will be assigned the component commander of that Service. Under exceptional circumstances, the commander of a unified command may establish a separate uni-Service force, the commander of which operates directly under him.

e. In the event of a major emergency in his area of responsibility which necessitates the use of all available forces, any commander under the Joint Chiefs of Staff is authorized to assume temporary operational control of all such forces with the exception of those units which are at the time scheduled for or actually engaged in the execution of specific operational missions under war plans approved by the Joint Chiefs of Staff, which missions would be interfered with by the contemplated use of the forces. The determination of the existence of such an emergency is the responsibility of the commander concerned, who, on assuming temporary operational control over forces of another command, shall immediately advise the Joint Chiefs of Staff and the appropriate operational command(s) of the nature and estimated duration of employment of such forces. In case of dire emergency, when lack of communications does not permit application to the Joint Chiefs of Staff, the commander of a unified command may also temporarily assume operational control of all or part of the forces which are scheduled for or actually engaged at the time in executing specific operational missions under war plans approved by the Joint Chiefs of Staff. He will make a full report to the Joint Chiefs of Staff of the circumstances and probable duration of employment of such forces at the earliest possible time.

f. To insure a positive and clearly defined assignment of responsibility to subordinate commanders for certain routine operational matters which require coordination of effort of two or more commanders under the Joint Chiefs of Staff and to delineate areas of responsibility of subordinate commanders and coordinate the boundaries thereof with other commanders under the Joint Chiefs of Staff as necessary to

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prevent both duplication of effort and absence of control of such operations in any area.

g. To establish an adequate system of control under the principle of unified command for the purpose of local defense, and in connection therewith to delineate such areas of responsibility for subordinate commanders as are deemed desirable.

30247. Intent of the JCS

In establishing unified commands, it is not the intent of the Joint Chiefs of Staff to delineate restrictive geographical areas of responsibility for the carrying out of missions assigned to commanders of unified commands. The commanders under the Joint Chiefs of Staff may operate forces assigned where required to accomplish their assigned missions. Thus, the assignment of missions to a commander under the Joint Chiefs of Staff which are normally discharged in a given area will not be construed as restricting the forces of another command from extending appropriate operations into that area, or forces operating under the strategic direction of the Joint Chiefs of Staff from conducting operations from or within that area—

- a. As may be required for the accomplishment of assigned tasks,
- b. As mutually agreed by the commanders concerned, or
- c. As directed by the Joint Chiefs of Staff.

30248. Correspondence Affecting Dual Purpose Bases

In cases where bases, installations, or activities normally under the command of one commander of a unified command are assigned in whole or in part to another commander for other purposes, pertinent correspondence should be routed through both commanders, in order that each may be informed of conditions affecting their logistical and operational responsibilities.

30249. Assumption of Temporary Command

During the interim period of change of command in Joint Chiefs of Staff-established commands, when neither the departing commander nor the newly designated commander is present, or in the temporary absence of the commander of a unified command from his command, the interim command will pass to the next senior officer present for duty who is eligible to exercise command, regardless of Service affiliation.

30250. Designation of Component Commanders

With the exception of the commander of a unified command and members of his joint staff, the senior officer of each Service assigned to a unified command and qualified for command by the regulations of his own Service is the commander of the component of his Service unless another officer is so designated by competent authority.

30251. Responsibilities of Component Commanders

Each component commander is charged with the responsibility for making recommendations to the commander of a unified command on the proper employment of his component, and for accomplishing such operational missions as may be assigned by the superior authorized to exercise unified command.

a. The component commander remains responsible in regard to his own Service component for—

- (1) Internal administration and discipline except as otherwise provided in the appropriate section of this publication.
- (2) Training in own Service technique and tactical methods.
- (3) Logistics functions normal to the component except as otherwise directed by higher authority or herein.

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(4) Tactical employment of the forces of his component.

b. Each component commander is responsible to the commander of a unified command for the conduct of joint training, as directed, of elements of the other Services in—

(1) Operations for which his own Service has or may be assigned primary responsibility, and, also,

(2) Operations for which his facilities and capabilities are suitable.

c. The selection and nomination of specific

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units for subordinate forces to meet the operational requirements of the commander of a unified command are normally the function of the component commander. Such units revert to his command whenever such subordinate forces are dissolved.

d. The operating details of any service logistic support system will be retained and exercised by the commanders of the Service components in accordance with their departmental instructions and under the broad policy direction of the commander of the unified command.

Subsection 5. JOINT TASK FORCE

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30256. Definition of Joint Task Force

A joint task force is a joint force composed of assigned or attached elements of the Army, the Navy (Marine Corps), and the Air Force, or of any two of these Services, which is constituted and so designated by the Joint Chiefs of Staff, by the commander of a specified command, by the commander of a unified command, or by the commander of an existing joint task force.

30257. Criteria for Establishing a Joint Task Force

A joint task force should be established when the mission to be accomplished has a specific limited objective, and

a. Requires execution of responsibilities involving two or more Services on a significant scale, and close integration ~~of~~ effort, or

b. Requires coordination within a subordinate area or of local defense thereof, but

c. Does not require over-all centralized direction of logistics although that degree of logistical control indicated in paragraph 30262 may be required.

30258. Action of the Establishing Authority

The authority which establishes a joint task force designates the commander and assigns to him his mission and forces.

30259. Joint Staff

When appropriate, the authority which establishes a joint task force should direct its commander to—

a. Form a joint staff, or

b. Augment his own staff by assigning or attaching thereto officers from Services other than his own, in such numbers and in appropriate positions as to give equitable representation to all Services involved.

30260. Authority of the Commander

The commander of a joint task force exercises operational control over his entire force. He also may exercise direct command of his own Service component.

30261. Operational Control

Operational control comprises those functions of command involving the composition of subordinate forces, the assignment of tasks, the designation of objectives, and the authoritative direction necessary to accomplish the mission. Operational control should be exercised by the use of the assigned normal organizational units through their responsible commanders or through the commanders of subordinate forces established by the commander exercising operational control. It does not include such uni-Service matters as administration, discipline, internal organization and unit training, except

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when a subordinate commander requests assistance.

and to meet any request of the subordinate commanders for logistic support.

30262. Logistic Control

A commander of a joint task force exercises logistic coordination or control only to the extent necessary to meet those logistic needs of the subordinate commanders which are essential to the successful accomplishment of his missions,

30263. Reference to Other Applicable Provisions

Within a joint task force the provisions of paragraphs 30246e, 30247, and 30250 govern when applicable.

Subsection 6. JCS SPECIFIED COMMAND

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30266. Definition of a JCS Specified Command

A JCS Specified Command is a uni-Service command which has a broad continuing mission and which is specified as a command operating under JCS direction.

30267. Composition

Although a JCS specified command usually is comprised of forces from only one Service, it may include units and staff representation of other Services.

30268. Allocation of Other Service Forces

When units of other Services are allocated by the Joint Chiefs of Staff to the commander

of a JCS specified command, normally the purpose and duration of the allocation will be indicated. Such allocation, in itself, does not constitute the JCS specified command as a unified command or a joint task force. If the allocation is to be of long duration and for other than service purposes, a joint force of appropriate character normally would be established in lieu of a JCS specified command.

30269. Authority of the Commander

The commander of a JCS specified command shall exercise his authorized degree of command over any units assigned or attached from his own or other Services in accordance with the provisions of this Section as applicable.

Subsection 7. ATTACHMENT

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30276. Authority for Attachment

Within his command the commander of a unified command may direct the attachment of elements of any of the Services to a subordinate

unified command, joint task force, or a uni-Service force. The Joint Chiefs of Staff may direct the attachment of elements of any of the Services to a JCS specified command, and the commander of the JCS specified command,

in turn, may direct further attachments of elements within his command. The commander of a joint task force, in addition to the operational control which he exercises over his force, may direct attachments from one element to another within his force for any specified purpose(s).

30277. Status of Force to Which Attachments Are Made

Such attachments of elements of one or two Service(s) to any force of another Service does not automatically create a joint force, nor change the status of a force already created.

30278. Authority Over Attached Forces

The commander to which such units are attached shall have that degree of authority over, and responsibility for, the attached unit as is indicated in the order, and the authority to require compliance with the general regulations applicable to his entire command.

30279. Action of the Establishing Authority

The order directing attachment shall include—

- a. The purpose of the attachment.
- b. When possible, the approximate duration.

c. The degree of authority over, and responsibility for, the attached unit given to the commander to which the unit is attached unless the expressed purpose so indicates.

30280. Use of Attached Forces

The commander of the force should utilize the attached units for the purpose for which they were attached. He should not dissipate them by breaking them up for assignments to other tasks.

30281. Staff Representation for Attached Forces

When a major unit of one Service is attached to a uni-Service force of another Service for other than short duration, there should be appropriate representation on the staff of the common commander. In the case of a small unit, the commander of the attached unit can represent his unit as a special staff officer in addition to his other duties.

30282. Designation of Units for Attachment

The identity of the personnel and of the units attached is a matter for the decision of the Service commander from whose command the attachment is made.

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30286. Definitions

a. *Support* is the action of a force which aids, protects, complements, or sustains another force in accordance with a directive requiring the former force to "support" the latter in accomplishing the task of the latter force.

b. *General support* is that support which is given the supported force as a whole and not to any particular subdivision thereof.

c. *Close support* is that action of the supporting force against targets or objectives which are sufficiently near the supported force as to require detailed integration or coordination of

the supporting action with the fire, movement, or other actions of the supported force.

d. Mutual support is that support which units, because of their assigned tasks, their position relative to each other and to the enemy, and their inherent capabilities, render to each other against an enemy.

30287. Support in the Broadest Sense

The directive of the commander of a force assigns tasks to subordinate forces on the echelon below him which, taken together, are intended to accomplish the mission (task) of his force as a whole. In this sense the execution by subordinate commanders of their assigned tasks is in support of the over-all mission.

30288. Mutual Support From Planning

Sound planning usually results in forces or units mutually supporting each other, either because of their assigned relative positions or through accomplishment of their respective missions. Commanders of units or forces operating within mutually supporting distance should seek ways and means of amplifying mutual support in order to facilitate attainment of the common objective.

30289. Status of Forces

When a commander decides that one force can furnish the assistance required by another force without placing the supporting force under the command or operational control of the latter, or when there are military reasons for not doing so, he may direct the commander of the former force to give to the latter "general support" or "close support."

30290. Action of the Establishing Authority

The directive that one force give "general support" to another force should indicate the purpose, in terms of effect desired, and the scope of the action to be taken. The directive may also include the strength to be allocated to the supporting mission, and, when deemed necessary, essential coordinating instructions. Such coordinating instructions may include—

a. Place, time, and duration of the supporting effort.

b. Priority of the supporting mission relative to the other missions of the supporting force.

c. Authority, if any, for the supporting force to depart from its mission in the event of exceptional opportunity.

d. General or special authority for any operational or other instructions to be issued by the forces being supported or by other authority in the action area.

30291. Sole Mission of Close Support

When, either by direction of higher authority or by agreement between the commanders concerned, a force is assigned the sole mission of close support of a designated force, the commander of the supported force will exercise general direction of the supporting effort within the limits permitted by accepted tactical practices of the Service of the supporting force. Such direction includes designation of targets or objectives, timing, duration of the supporting action, and other instructions necessary for coordination and for gaining the greatest advantage.

30292. Relationship of Mutually Supporting Forces

When a commander decides that two forces can effectively render mutual support to each other without placing either under the command or operation control of the other, he may direct the commanders concerned to support each other. The forces involved in mutual support are organizationally independent and their efforts are coordinated under a common superior through joint planning, close contact, and mutual agreement between the commanders concerned. Any disagreement between the commanders which they cannot reconcile is referred to their common superior for decision.

30293. Responsibilities of Commanders of Supported and Supporting Forces

A directive for one force to support another does not effect a transfer of command or of

operational control with respect to the forces concerned, but does automatically require that—

a. The commander of the supported force indicate in detail to the supporting commander the support missions he wishes to have fulfilled and provide such information as is necessary for complete coordination of the supporting action with the action of his own force.

b. The commander of the supporting force ascertain the requirements of the supported force and take such action to fulfill them as is within his capabilities, consistent with the priorities and requirements of other assigned tasks.

c. Both commanders plan their operations in closest coordination to take maximum advantage of their respective capabilities and contemplated actions.

30294. Prerogatives of Supporting Commander

The supporting commander prescribes the tactics, methods, and procedures to be employed by his own forces. Unless the directive of the authority ordering the support mission includes a designation of the strength to be employed, the supporting commander also prescribes the strength committed to the support action.

Subsection 9. COORDINATING AUTHORITY

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30296. Definition and Scope of Authority

A Coordinating Authority is a commander or individual assigned responsibility for coordinating specific functions or activities involving forces of two or more Services, or two or more forces of the same Service. A Coordinating Authority has the authority to require consultation between the agencies involved but does not have the authority to compel agreement. In case of disagreement between the agencies involved, he should attempt to obtain agreement by discussion. In the event he is unable to obtain essential agreements, he shall refer the matter to the appointing authority.

30297. When a Coordinating Authority Is Applicable

A Coordinating Authority is more applicable to planning and similar activities than to operations. It is useful when it is desired to coordinate two or more agencies for a special common task without disturbing normal organizational relationships in other matters.

30298. Joint Force or Joint Activity Not Implied

Designation of a "Coordinating Authority" does not establish a joint force nor a joint activity.

Section 3

STAFF

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30301. Terminology

a. Definition of Joint Staff. A joint staff is the staff of a commander of a joint force which includes members from the several Services comprising the force. These members should be assigned in such a manner as to insure an understanding by the commander of the tactics, techniques, capabilities, needs, and limitations of the component parts of the force. Officers from each Service comprising the force should hold key positions of responsibility in the staff.

b. Definition of Staff Division. A staff division is one of the main staff elements of a joint headquarters.

c. References for Other Definitions. As guidance for terms not covered in this section, reference is made to current "Dictionary of U. S. Military Terms for Joint Usage."

30302. Basic Principles

a. Each person attached or assigned to serve on a joint staff shall be responsible only to the commander-in-chief or commander of whose joint staff he forms a part.

b. The commander of a force for which a joint staff is established should insure that the views proposed by any member of the staff receive consideration.

c. The degree of authority to act in the name of and for the commander is a matter to be specifically prescribed by the commander.

d. All members of a staff should have a thorough knowledge of the policies of their commander.

e. Orders and directives from a higher to a subordinate command should be issued in the name of the commander of the higher command to the commander of the immediate subordinate

command, and not directly to elements of that subordinate command.

f. In order to expedite the execution of orders and directives and to promote teamwork between commands, a commander may authorize his staff officers to communicate directly with appropriate staff officers of other commands concerning the details of plans and directives that have been received or are to be issued.

g. It is important that each staff division constantly coordinate its action and planning with the other staff divisions concerned and keep them currently informed of action taken and the progress achieved. It is normal to assign to each of the general staff divisions cognizance and responsibility for a particular type of problem or subject, and for coordinating the work of the special staff divisions and other agencies of the staff which relate to that problem or subject.

h. The commander of a unified force shall have a joint staff. It shall be reasonably balanced as to numbers, experience, and rank of the members among the Services concerned, with due regard to the composition of the forces and the character of the operation(s) so as to insure an understanding by the commander of the tactics, techniques, capabilities, needs, and limitations of each component part.

i. When appropriate, the authority which establishes a joint task force should direct its ~~command to~~ **COMMANDER TO —**

- (1) Form a joint staff (*h* above), or
- (2) Augment his own staff by assigning or attaching thereto officers from Services other than his own, in such numbers and in appropriate positions

as to give equitable representation to all Services involved.

j. The principles for the operation of joint staffs, expressed in this Section, should also apply to staffs established as set forth in *i* (2) above.

k. The component commanders have certain Service responsibilities; consequently, joint staff divisions, particularly special staff sections, should be limited to those functions for which the joint commander is responsible or which require his general supervision in the interest of coordinating effort.

l. Personnel comprising a joint staff should be kept to the minimum number consistent with the task to be performed. In order for the staff to function smoothly and properly with due consideration for the policies of the com-

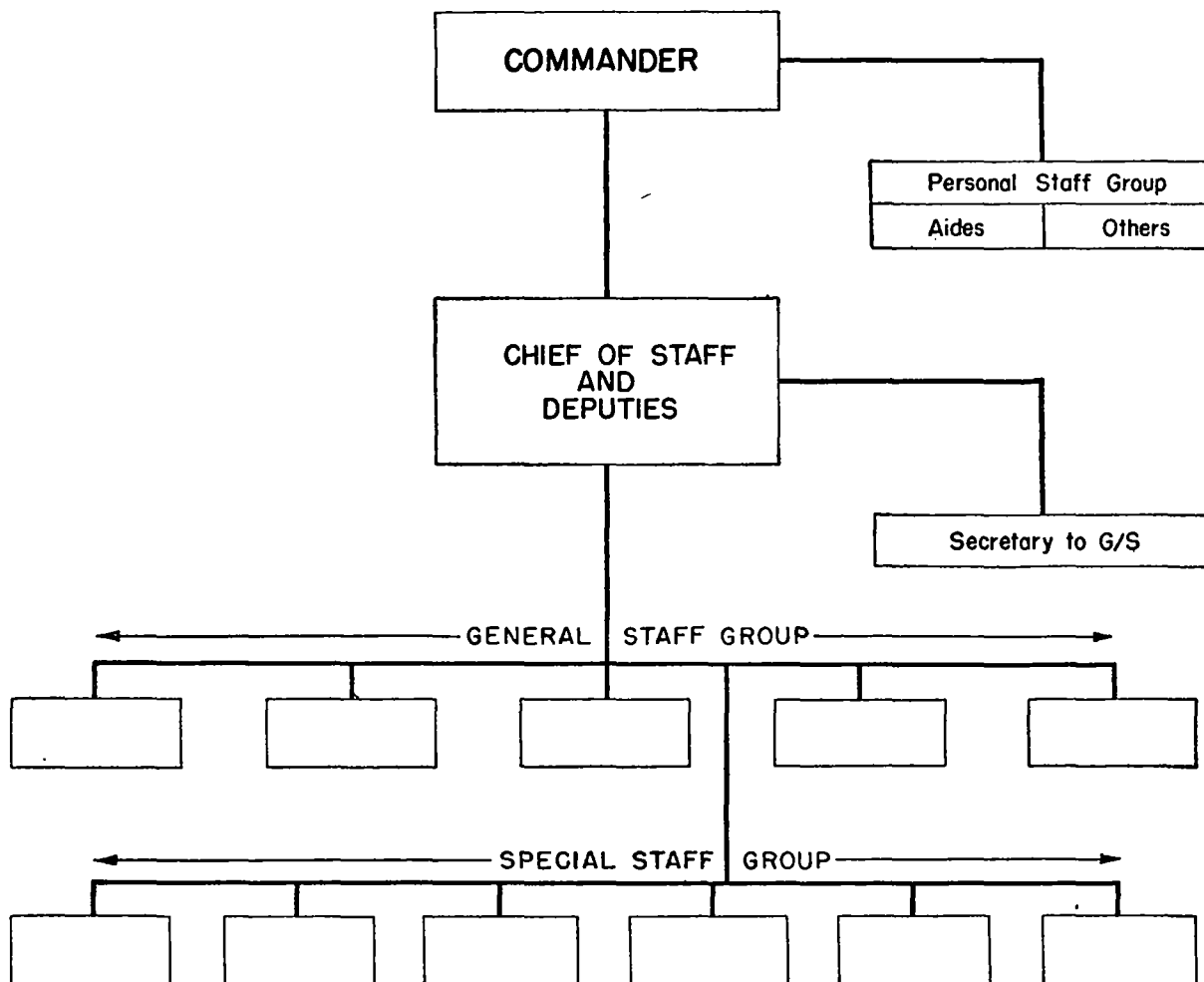
mander, it is desirable that the personnel who comprise the joint staff be detailed therewith for sufficiently long periods of time to gain the required experience.

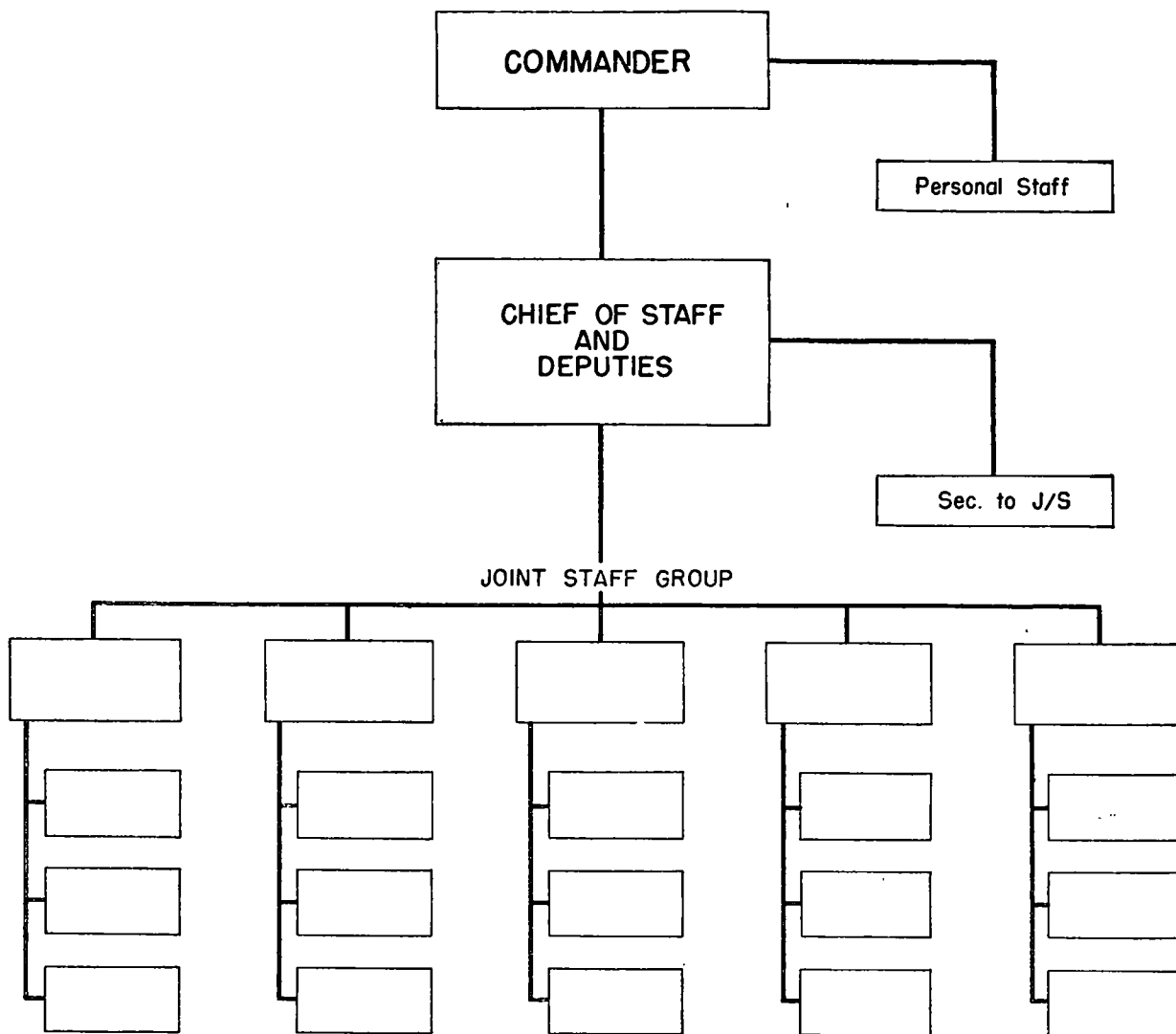
m. The authority that establishes the joint force should make the provisions for furnishing necessary personnel for the commander's staff.

30303. Joint Staff Organization

a. Conformity to Principles.—The commander of a joint force should organize his staff as he considers necessary to carry out the duties and responsibilities with which he is charged, but the staff organization should conform to the principles enunciated in this section. The following charts (*b* and *c* below) show typical staff structures for a joint force.

b. A Typical Joint Staff Organization.



c. A Typical Joint Staff Organization.**30304. Joint Staff Functions**

a. Principal Staff Officer. The Chief of Staff is the principal staff officer, assistant, and adviser to the commander. He is the principal coordinator of the staff and directs the work of the staff divisions. One or more deputies to the Chief of Staff and a Secretary of the Staff may be provided to assist the Chief of Staff in the performance of his duties. Deputy Chiefs of Staff normally should be from the Services other than that of the Chief of Staff, in order that they may serve as senior staff advisers for their respective Service to the commander as

well as providing additional balance to the joint staff. The Secretary of the Staff is the executive in the office of the Chief of Staff, routing and forwarding correspondence and papers, and maintaining office records.

b. Personal Staff Group of Commander. The members of the personal staff group of the commander perform duties prescribed by the commander and are responsible directly to him. This staff group, normally composed of aides to the commander and staff officers handling special matters over which the commander wishes to exercise close personal control, usually in-

cludes the political adviser and public relations officer for the commander.

c. *Joint Staff Divisions.* The general or joint staff group is composed of staff divisions corresponding to the major functions of command—personnel, intelligence, operations, logistics, and plans. The head of each staff division may be designated as an Assistant Chief of Staff, or Director. The Assistant Chiefs of Staff, or Directors, are concerned with the formulation of policies, preparation of plans, and with the coordination and supervision for the commander of all activities pertaining to their respective functions.

- (1) *Personnel division (J-1).* The Personnel Division is charged with the formulation of policies, and with the supervision of the execution of administrative arrangements, pertaining to personnel of the command as individuals, including civilians under the supervision or control of the command and prisoners of war. Since many of the problems confronting this division are necessarily of a unilateral nature, the division must give full consideration to establish ~~Departmental~~ ~~force~~ policies. Pending the establishment of a permanent military government organization, the functions of civil affairs in a highly populated area may be divorced from this division and established in a separate joint command or special staff division, depending on the importance of this type of work.

- (2) *Intelligence division (J-2).* The primary function of the Intelligence Division is to produce and disseminate sound intelligence on the characteristics of the area and on enemy locations, activities, and capabilities. Within the scope of the essential elements of information, the Intelligence Division actively participates in directing a concentration of intelligence efforts on the proper enemy targets, at the appropriate time, in order to insure adequate intelligence coverage and to

disclose any enemy intentions as quickly as possible.

- (3) *Operations division (J-3).* The Operations Division assists the commander in the discharge of his responsibility for the control of operations, which is one of over-all direction, beginning with planning and carrying through until specific operations are completed. In this capacity, the division plans, coordinates, and integrates operations. The flexibility and range of modern forces require close coordination and integration for effective unity of effort. When the joint staff includes a Plans Division, the long-range or future planning responsibilities are performed by the Plans Division.
- (4) *Logistics division (J-4).* The Logistics Division is charged with the formulation of plans and with the coordination and supervision of supply, maintenance, repair, evacuation, transportation, construction, and related logistical activities. This division is responsible for advising the commander relative to the extent of the logistical support which can be given to proposed lines of action. In general, it is the duty of this division to formulate for the commander policies to insure effective logistical support for all forces in the command.
- (5) *Plans division (J-5).* The Plans Division assists the commander in the discharge of his responsibility for long-range or future planning, for the preparation of campaign and outline plans, and for estimates of the situation connected therewith. When the commander does not constitute a separate Plans Division, the planning functions are performed by the Operations Division.

d. *Special Staff Divisions.* The special staff group normally comprises the staff divisions, and consists of representatives of technical or administrative services. The general functions of the divisions of the special staff include

technical, administrative, and tactical advice and recommendations to the commander and to other staff officers; preparation of the parts of plans, estimates, and orders in which they have primary interest; and the coordination and supervision of the activities for which each staff division is responsible. In cases where a staff organization similar to paragraph 30303c is chosen by the commander, the officers who in paragraph 30303b would comprise the special staff group may be organized as subsections of the Divisions of the Joint Staff, or if circumstances warrant (as in communications), be set up as additional Joint Staff Divisions.

e. Committees and Boards. Committee and boards normally should be kept to a minimum in joint commands in which the purely military function predominates. Subject to this general principle, these committees and boards may be established when technical problems exist which affect the Services represented within the command and which cannot be properly handled by other divisions of the Joint Staff. Such committees and boards may include civilian members acting as technical advisers. The provisions of this paragraph do not apply to joint commands in which military government or civil affairs predominate.

30305. Estimate of the Situation

a. Definition. An estimate of the situation may be broadly defined as a systematic analysis of a situation or a set of circumstances for the purpose of determining the best course of action

to pursue. A logistical estimate is that element of the estimate of the situation which expresses the influence of logistical factors on the contemplated courses of action. The influence may be of such importance on certain courses of action as to cause their abandonment in favor of others.

b. Basic Principles. Before undertaking a task, the commander estimates the situation and formulates a plan. The scope, thoroughness, and form of the estimate depend on the size and importance of the task and the time available. There may be time only for a mental estimate. In the estimate, the commander should also consider the possibilities for deception open both to himself and to his enemy. The resulting plan is issued as a directive, usually following the standard form. The directive, or excerpt therefrom, may be promulgated by dispatch if necessary.

c. The Form, and Its Use. The analysis of the courses of action open to the commander must necessarily follow a logical sequence. Consideration must be given to all of the significant possibilities which can affect the accomplishment of the mission of the command. The basic form for such an analysis is—

- (1) Mission.
- (2) Situation and courses of action.
- (3) Analysis of opposing courses of action.
- (4) Comparison of own courses of action.
- (5) Decision.

The form for the Commander's Estimate of the Situation follows:

CLASSIFICATION

Issuing Headquarters
Place
Date and Hour

COMMANDER'S ESTIMATE OF THE SITUATION

Map References: (As needed for understanding of estimate.)

1. MISSION. (A statement of the task and its purpose. If the mission is multiple, determine priorities. If there are intermediate tasks, prescribed or deduced, necessary to the accomplishment of the mission, such tasks should be listed in this paragraph.)

2. THE SITUATION AND COURSES OF ACTION

a. Considerations Affecting the Possible Courses of Action. Determine and analyze those factors which will influence your choice of a course of action as well as those which affect the capabilities of the enemy to act adversely. Consider such of the following and other factors as are involved:

(1) Characteristics of the area of operations including terrain, hydrography, weather, communications, as well as political, economic, and psychological factors.

(2) Relative combat power including enemy and friendly strength, composition, disposition, status of supply, and reinforcements.

b. Enemy Capabilities. Note all the possible courses of action within the capabilities of the enemy which can affect the accomplishment.

c. Own Course of Action. Note all practicable courses of action open to you which if successful will accomplish your mission.

3. ANALYSIS OF OPPOSING COURSES OF ACTION. Determine the probable effect of each enemy capability on the success of each of your own courses of action.

4. COMPARISON OF OWN COURSES OF ACTION. Weigh the advantages and disadvantages of each of your courses of action and decide which course of action promises to be the most successful in accomplishing your mission.

5. DECISION. Translate the course of action selected into a concise statement of what the force as a whole is to do, and so much of the elements of when, where, how, and why as may be appropriate.

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d. *Form for an Estimate of the Enemy Situation.* The form for an estimate of the enemy situation is shown below:

CLASSIFICATION

Issuing Headquarters
Place
Date and Hour

ESTIMATE OF THE ENEMY SITUATION

Map Reference: (As needed for understanding of estimate.)

1. MISSION. State mission of joint command.
2. ENEMY SITUATION
 - a. Location, strength, composition, disposition, movements, activities, and identification of enemy ground, naval, and air units in forward areas which can interfere with the accomplishment of our mission.
 - b. Movements, concentrations, and establishments (ground, naval, air, service) in enemy rear areas.
 - c. Terrain, hydrography, and weather as they affect the enemy.
3. POSSIBLE ENEMY COURSES OF ACTION. Enumerate enemy capabilities which can interfere with the accomplishment of the mission. List each capability separately and briefly.
4. ANALYSIS OF ENEMY COURSES OF ACTION. Analyze each capability in order to appreciate its full significance and to insure that all known facts have been appropriately considered.
5. CONCLUSIONS
 - a. A statement of the relative probability of the enemy's adopting each of the capabilities analyzed in paragraph 4, when such statement can be justified.
 - b. Reasons justifying any statement made in 5a.

(Signed) _____
J-2

NOTE 1. Omit subparagraphs not applicable.

NOTE 2. The basic outline of this estimate form may be used as desired for separate estimates of enemy ground, naval, air, or service situation.

30306. Logistical Estimate of the Situation

a. The Logistical estimate of the situation is of prime importance in assisting the commander to reach a decision on a proposed course of action, particularly with regard to large-scale operations. It is essential that it be prepared in as much detail as possible under the existing conditions.

b. The basic elements to be considered in the logistical estimate remain the same as in all other estimates. Even though the logistical problem is broad in scope, and has many and complex factors, the logistical estimate should retain the standard form. When detailed information is available, such as in an intelligence report, a brief summary and reference to the document may suffice; or the material may be attached to the estimate as an annex.

c. It should be noted that a "logistic estimate of the situation" is *not* a "feasibility test". In spite of the similarity in material which may be included in each, they are prepared for different purposes. The "estimate" is prepared prior to, and to assist in, reaching a decision. A "feasibility test" is conducted to determine whether or not an existing plan is logistically practicable, and to determine to what degree logistic deficiencies (if any) will restrict operations.

30307. Operational Plans, Orders, and Annexes

a. *Terminology.* During World War II, each theater of operations developed its own techniques and its own terminology for writing operational plans, orders, appendixes, and annexes. Consequently, the titles and forms of these plans, orders, and annexes varied widely, even though they were used for similar purposes. The following titles are used in this publication, and are defined below in normal sequence of use:

- (1) *Campaign*^{PLAN}—a plan for a series of related military operations aimed to accomplish a common objective, normally within a given time and space.
- (2) *Outline Plan*—a preliminary plan.

- (3) *Operation Plan*—a plan for operations extending over considerable space and time, and usually based on stated assumptions. It may cover a single operation or a series of connected operations to be carried out simultaneously or in succession. It is the form of directive employed by high echelons of command in order to permit subordinate commanders to prepare their supporting plans or orders.
- (4) *Operation Order*—a directive to conduct an operation.
- (5) *Operational Annexes*—those amplifying instructions which are of such a nature, or are so voluminous or technical, as to make their inclusion in the body of the plan or order undesirable.
- (6) *Concept of Operations*—a verbal or graphic statement, in broad outline, of a commander's assumption or intent in regard to an operation or series of operations. The concept of operations frequently is embodied in campaign^{OPERATIONS} plans, in the latter case particularly when the plan covers a series of connected operations to be carried out simultaneously or in succession. The concept is designed to give an over-all picture of the operation. It is included primarily for additional clarity of purpose.

b. The Campaign Plan.

- (1) The campaign plan is a device used by major commands to express the commander's decision in terms of specific operations projected as far into the future as is practicable. It is the next step after a long-range or strategic estimate of the situation wherein the commander has made his decision as to the line or lines of action to be followed. Its purpose is to express an orderly schedule of the strategic decisions made by the commander in order to allow sufficient time to procure and provide the means to secure desired or assigned objectives.
- (2) The *Campaign Plan* follows:

FORM FOR A CAMPAIGN PLAN ~~(CLASSIFIED)~~

CAMPAIGN PLAN FOR THE - - COMMAND (AREA)

DATE

1. Situation

a. Mission of Higher Authority

b. Strategic Objectives

c. Tasks

(1) Present

(2) Eventual

d. Scheme of Maneuver

(1) General

(2) Phases of Operations

(3) Timing

(4) Continuing Commitments

2. Mission

3. Operations

a. Phase 1

(1) Tasks

(2) Scheme of Maneuver

(3) Forces Required

(a) Army

(b) Navy

(c) Air Force

b. Phase 2

c. Phase 3

4. Logistics

a. Supply

b. Maintenance and Repair

c. Evacuation

d. Transport

e. Construction

f. Personnel

5. Command

c. The Outline Plan.

- (1) An outline plan is of valuable assistance to the commander in determining that he has the means necessary for the successful conduct of a specific operation. It results from the commander's decision upon completion of his estimate of the situation to con-

duct that particular operation. The outline plan contains a statement of the mission, concept of the operation, army, naval and air forces to be employed, and general administrative procedures and requirements.

- (2) The *Outline Plan* follows:

FORM FOR AN OUTLINE PLAN

Issuing Headquarters
Place
Date

CLASSIFICATION1. Situation

- a. Directive
- b. Target Date
- c. Purpose
- d. Tasks
- e. Assumptions
- f. Intelligence
 - (1) Enemy Strength and Disposition
 - (2) Enemy Capabilities
 - (3) Enemy Probable Courses of Action

2. Mission3. Operations

- a. Accomplishment of Tasks
- b. Phases of Accomplishment
- c. Exploitation
- d. Coordination with Other Forces
- e. Forces Required
 - (1) Ground
 - (2) Naval
 - (3) Air
 - (4) Availability of Units
 - (5) Availability of Replacement Personnel
 - (6) Summary

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4. Logistics
 - a. General
 - b. Mounting
 - c. Supply and Equipment
 - d. Maintenance and Repair
 - e. Medical
 - f. Transportation
 - g. Base Development
5. Command

 Commander

- ANNEX A - Intelligence
- ANNEX B - Ground Operations
- ANNEX C - Naval Operations
- ANNEX D - Air Operations
- ANNEX E - Troop List (Table)
- ANNEX F - Logistics

d. The Operation Plan.

- (1) The operation plan is the normal method used by the commander of a force to translate his concept into lines of action in order to permit subordi-

nate commanders to prepare their supporting plans or orders. It is the essential link between his decision and the initiation of action.

- (2) The *Operation Plan* follows:

CLASSIFICATION

OPERATION PLAN FORM

Headquarters
Place
Date and time

Operation Plan
Serial No.

Chart or Map References:

Task Organization: (List here, when appropriate, the task sub-divisions or tactical components which will comprise the command, together with the names and ranks of the commanders.)

1. General Situation: (Such information of the general overall situation as may be essential for subordinates to understand the current situation.)

a. Enemy Forces: (Composition, disposition, location, movements, estimated strengths, identifications, and capabilities.)

- b. Friendly Forces: (Pertinent information of own forces other than those listed in the Task Organization which may have a bearing on the decision of a subordinate.)
- c. Assumptions: (Assumptions used by the commander as a basis for this plan. Normally applicable only to higher planning echelons.)
- 2. Mission: (A statement of the task which is to be accomplished by the commander and its purpose.)
- 3. Tasks of Subordinate Units: (In separate lettered subparagraphs, give the specific tasks of each element of the command charged with the execution of tactical duties.)
 - x. (In subparagraph x, give instructions applicable to two or more units or elements or to the entire command which are necessary for coordination or the general conduct of the operation, the repetition of which in the other subparagraphs of paragraph 3 would be cumbersome. State here the time at, or conditions under, which this plan is to be placed in effect.)
- 4. Logistical Matters: (Broad instructions concerning logistics and related administration for the conduct of the operation. Frequently included in an annex or separate document, to which reference should be made.)
- 5. Command and Signal Matters: (Plan of communications -- may refer to a standard plan, or be contained in an annex, zone time to be used, rendezvous, location of commander and command posts, statement of command relationship, and axis of signal communications as appropriate.)

Commander

Annexes:
 Distribution:
 Authentication:

e. The Operation Order.

- (1) The operation order is a directive for a specific operation in the immediate or very near future. The major difference in form between the operation plan and the operation order is that the order does not contain assumptions. The operation order is normally as complete in detail as the operation plan, but is seldom used when an operation plan has already been is-

sued, except where a commander chooses to replace the operation plan with an operation order when all details of the operation have become finalized. Its most common use is as a directive for the execution of a supplemental operation made necessary or desirable by developments in a strategic or tactical situation.

- (2) The form for an *Operation Order* follows.

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OPERATION ORDER FORM

CLASSIFICATIONHeadquarters
Place
Date and time

Type of order and serial No.

Chart ~~of~~ Map References:

Task Organization: (List here, when appropriate, the task sub-divisions or tactical components which will comprise the command, together with the names and ranks of the commanders.)

1. General Situation: (Give briefly the general picture so that subordinate commanders will understand the current situation.)
 - a. Enemy Forces: (Composition, disposition, location, movements, estimated strengths, identifications, and capabilities.)
 - b. Friendly Forces: (Pertinent information of own force other than those listed in the Task Organization which may have a bearing on the decisions of a subordinate.)
2. Mission: (A statement of the task which is to be accomplished by the commander and its purpose.)
3. Tasks for Subordinate Units: (In separate lettered subparagraphs, assign specific tasks to each element of the command charged with the execution of tactical duties.)
 - x. (In subparagraph x, give instructions applicable to two or more units or elements or to the entire command which are necessary for coordination or the general conduct of the operation, the repetition of which in the other subparagraphs of paragraph 3 will be cumbersome. If the order is not effective upon receipt indicate effective time in this subparagraph.)
4. Logistical Matters: (Instructions to tactical units concerning supply, maintenance, repair, availability of services, evacuation, and traffic details required for the operation as applicable. These details normally are covered in a logistical order, a standing operating procedure, or an annex.)
5. Command and Signal Matters: (Plans of Communications -- may refer to a standard plan or be contained in an annex, zone time to be used, rendezvous, location of commander and command posts, statement of command relationship, and axis of signal communications as appropriate.)

CommanderAnnexes:
Distribution:
Authentication:

30308. Logistical Paragraphs or Annexes in Joint Plans and Orders

a. In Operation Plans or Orders. A logistical paragraph is present in all operation plans or orders. When the decision is announced as to the course of action to be taken, the logistical plan is prepared by the Logistics Division with the Personnel Division participating. If the logistical plan is complex and is issued as an annex, the logistical paragraph of the plan or orders refers the user to this annex to the operation plan or order. Usually, only one complete logistical plan is made for any operation

plan or order and is included as an annex thereto or may be issued as a separate document.

b. In Campaign and Outline Plans. Campaign and outline plans should include a logistical paragraph or annex which consists usually of a general statement of the provisions for support of army, naval, and air forces, and delineation of responsibilities for support of the operation. Limitations on equipment to be carried or special equipment desired should be stated. Supply and supporting bases should be indicated and contemplated changes noted. Control and routing of shipping and air transport should be established and the availability listed.

Section 4

ADMINISTRATION AND DISCIPLINE

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3. Disciplinary Action.....	53
4. Morale and Welfare.....	55

Subsection 1. SCOPE

Definition of Administration.....	Para- graph 30401
Uniform Code of Military Justice.....	30402

30401. Definition of Administration

Although the term "administration" comprises the management of all phases of military operations not directly involved in tactics, strategy, and logistics, only those features of administration affected by joint action of the Armed Forces will be discussed in this section. These features are chiefly—

- a. Disciplinary action.
- b. Morale and welfare.
- c. Awards and decorations.

30402. Uniform Code of Military Justice

The Uniform Code of Military Justice provides the basic law for discipline of the Armed Forces, and the Manual for Courts-Martial, United States, 1951, prescribes the basic regulation governing its administration. The purpose of this section is to prescribe the general principles for administration and discipline of joint forces.

Subsection 2. GENERAL PRINCIPLES

Responsibility.....	Para- graph 30406
Determination of Responsibility and Authority.....	30407
Method of Coordination.....	30408

30406. Responsibility

a. *Primarily Uni-Service.* The administration and discipline of the Armed Forces is primarily a uni-Service matter. The commander of a unified command exercises only such control over the administration and discipline of the component elements of his command as is essential to the performance of his mission. Each component commander in a unified command is responsible for the internal administration of his command. The commander of a joint force, other than a unified command, is responsible for the administration and discipline of components of other Services only to

the extent of furnishing such assistance as is requested by component commanders.

b. *Single Commander.* When the command relationships place the responsibility for the administration and discipline of personnel of two or more Services on a single commander, the responsibility of this commander is limited to the following matters but is paramount therein:

- (1) Military effectiveness of his command.
- (2) Furtherance of his mission.
- (3) Relationship of his command with the Armed Forces of other nationalities or with civilians.

c. *Service Component Commanders.* All matters of administration and discipline which

do not affect the responsibilities of this commander as indicated above are handled by the Service component commander through their own Service chain of command.

30407. Determination of Responsibility and Authority

a. Matters of Joint Force Origin. When matters arising in the fields of administration or discipline stem from a joint force origin, or affect the joint force in the categories outlined in paragraph 30406b above, responsibility and authority flow through the operational chain of command channel.

b. Matters of Uni-Service Origin. When matters arising in the fields of administration and discipline stem from a uni-Service origin, and do not affect the joint force or a subordinate joint force, in the categories outlined in paragraph 30406b above, responsibility and authority flow through the immediate Service component commander up and down through Service administrative channels, taking advantage of such direct communication as is authorized by own Service practice.

c. Matters of Uni-Service Origin With Joint Force Implications. When, however, matters

arising in the fields of administration and discipline stem from a uni-Service origin, but are of such nature that they militate against the joint force or a subordinate joint force in the categories outlined in paragraph 30406b above, the Joint Force Commander in the operational chain of command shall have responsibility and authority to take authorized corrective action, including, if necessary, relief from command.

30408. Method of Coordination

The commander of a joint force should act through the commanders of the Service components of his command to the maximum extent practicable in coordinating the administration and discipline of his forces. Where it is impracticable to act entirely through the component commanders, the commander of the joint force should establish joint agencies responsible directly to himself to advise him or make recommendations on matters placed within their jurisdiction, or, if necessary, carry out the directives of the commander of the unified command in regard thereto. A joint military police force is an example of such an agency.

Subsection 3. DISCIPLINARY ACTION

	Para-graph
Rules and Regulations.....	30411
Apprehension.....	30412
Trial and Punishment.....	30413

30411. Rules and Regulations

Rules and regulations are, for the most part, uni-Service matters. In a joint force, however, some aspects of discipline must of necessity be handled by the officer commanding. Within authorized limits, rules and regulations covering such matters and applicable to all Services under his command should be established and promulgated by him. Examples of the subject matter to be covered by such rules and regulations are: those governing liberty areas; those governing the times at which personnel may be off military reservations; those governing apprehension of service personnel; and other such matters of common concern.

30412. Apprehension

a. One Service Involved. Incidents involving only one Service and occurring on the military reservation of that Service do not normally fall within the purview of the authority of the joint force commander and should be handled by the component commander within his own Service chain of command.

b. More Than One Service Involved. Matters which involve more than one Service, or which occur outside of a military reservation but within the jurisdiction of the joint force commander, may be handled either by him directly or by the component commander to whom he has delegated his authority.

c. Establishment of Joint Military Police. If the joint force commander desires to handle joint disciplinary matters himself, he should establish joint police agencies with membership representing all the Services under his command and having authority to apprehend personnel of any Service anywhere within the command.

d. Action of Joint Military Police. Offenders apprehended by joint (or other than own Service) military police (shore patrol) shall be turned over promptly to their own commanding officer, or prompt notice of custody sent to the offender's unit or own Service authority.

30413. Trial and Punishment

The following instructions shall apply to the trial and punishment of offenders:

a. Convening of Courts-Martial. In general, jurisdiction by one armed force over personnel of another should be exercised only when the accused cannot be delivered to the armed force of which he is a member without manifest injury to the Service. Subject to this policy, the commander of a joint command or joint task force who has authority to convene general

courts-martial may convene courts-martial for the trial of members of another armed force when specifically empowered by the President or the Secretary of Defense to refer such cases for trial by courts-martial. Such a commander may, in his sound discretion, specifically authorize commanding officers of subordinate joint commands or joint task forces who are authorized to convene special and summary courts-martial to convene such courts for the trial of members of other armed forces under such regulations as the superior commander may prescribe.

b. Restriction on Nonjudicial Punishment. As a matter of policy, nonjudicial punishment, under the provisions of the UCMJ, Article 15, should not be imposed by a commander of one Service upon a member of another Service.

c. Confinement. Personnel of any Service may be confined for safe keeping, or while awaiting trial, in the facilities of any of the Services.

d. Execution of Punishment. Execution of any punishment adjudged, or imposed, within any Service may be carried out by another Service under regulations promulgated by the Secretaries of the Military Departments.

Subsection 4. MORALE AND WELFARE

	<i>Para- graph</i>
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Operation and Availability of Facilities.....	30417
Priority in Assignment of Facilities.....	30418
Awards and Decorations.....	30419
Efficiency and Fitness Reports.....	30420

30416. Responsibility

In a joint force the morale and welfare of the personnel of each Service are primarily the responsibility of the component commander of that Service. However, the morale and welfare of all the personnel under his command are the responsibility of a joint force commander insofar as they affect the accomplishment of his mission.

30417. Operation and Availability of Facilities

Morale and welfare facilities may be operated either by a single Service or jointly in the interest of obtaining the maximum benefit from the facilities available. Facilities operated by one Service should be made available to personnel of other Services to the limit of practicality. Facilities which are jointly operated should be available equitably to all Services.

30418. Priority in Assignment of Facilities

Normally, the local administration shall provide for proportional participation in facilities established for joint use, with co-equal Service priority, except when future commitments of the forces present demand otherwise. Whenever it is necessary to privilege their use, morale and recreational facilities shall be assigned to

the forces present in the area in the following sequence on a priority basis:

First, transient combatant forces.

Second, transient lines of supply forces.

Third, local forces permanently assigned.

30419. Awards and Decorations

Awards of decorations and medals shall be made in consonance with policies and regulations of the Armed Forces or as prescribed by higher authority. Joint force commanders may make recommendations to the respective Chiefs of Service through command channels.

30420. Efficiency and Fitness Reports

When the assignment of an officer of any Service is such as to preclude the appropriate preparation of his efficiency or fitness report by a superior of the same Service, the immediate superior under whom he is serving shall prepare and forward the necessary efficiency or fitness report in accordance with the regulations, and on the prescribed form, of the Service of the officer reported on. The Service of the reporting officer shall be clearly indicated on the report. The completed report shall be forwarded for indorsement or comment to an officer designated by the Service of the officer reported on.

Section 5

OPERATIONAL INTELLIGENCE

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Subsection 1. DEFINITIONS AND PURPOSE

	Para-graph
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Purpose.....	30502

30501. Guide to Intelligence Terminology

Intelligence terminology employed in this section is set forth in the "Dictionary of the United States Military Terms for Joint Usage" except for the following terms:

a. Operational Intelligence. Intelligence required by operational commanders for planning and executing all types of operations.

b. Joint Operational Intelligence Agency. An intelligence agency in which the efforts of two or more Services are integrated to furnish

that operational intelligence essential to the commander of a joint force and to supplement that available to subordinate forces of his command. The agency may or may not be a part of such joint force commander's staff.

30502. Purpose

The purpose of this section is to set forth principles, responsibilities, and doctrine for guidance of joint force commanders in the collection, evaluation, and dissemination of operational intelligence.

Subsection 2. PRINCIPLES

	Para-graph
Vital Nature of Operational Intelligence.....	30506
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30506. Vital Nature of Operational Intelligence

With the possibility that weapons of mass destruction may be employed without advance notice, the importance of accurate and timely operational intelligence is particularly vital in peace as in war.

30507. Operating Commander To Be Served

Knowledge of the enemy and of the theater of operations is an important consideration in forming the basis of plans and operations and

contributes to success in war according to its timeliness, accuracy, completeness, and the degree of effective utilization. Before he can make a sound decision involving the employment of his forces, a commander must have adequate and timely operational intelligence. Hence, an operational intelligence organization must be designed to serve the operating commander.

30508. Procurement

In preparation for operations by joint forces the procurement of operational intelligence

from all sources must be carefully planned and integrated to provide complete coverage and security. The search for information and its security must be continuous. Collecting, processing, and disseminating must be expeditiously handled.

30509. Timeliness in Procuring Intelligence

The most accurate intelligence is of no value if it is not received in time to enable the commander to be forewarned and take timely action thereon.

30510. Timeliness in Transmitting Intelligence to the Commander

The interval between the time that information is available and the time at which the commander receives operational intelligence must be kept to an absolute minimum. Dissemination of operational intelligence to the operating commander(s) shall be prompt and

continuous and, within the limits of essential security and communications, on a broad basis.

30511. Priority Given to Enemy Capabilities

In the preparation and use of intelligence estimates concerning enemy capabilities and probable courses of action, the former should always be considered first in importance.

30512. Combined Forces

Operations of combined forces will necessitate special arrangements for the exchange of operational intelligence. National aims generally limit the free exchange of operational intelligence. These limits apply to all components of the United States Armed Forces involved in the combined operation. Subject to this requirement and any special instructions from appropriate higher authority, the general principles set forth herein apply to combined forces.

Subsection 3. RESPONSIBILITIES

Joint Force Commander.....	Paragraph 30516
Uni-Service Responsibility under Coordinating Authority.....	30517

30516. Joint Force Commander

In addition to any special intelligence responsibilities assigned by higher authority, the commander of a joint force is responsible for—

a. Collecting, processing, and disseminating the intelligence necessary for his conduct of operations required by his mission (this responsibility includes furnishing intelligence support required by any subordinate elements of his command to which an operational mission is assigned).

b. Initiating and directing counterintelligence measures to impede and destroy the action of enemy agents who might penetrate the

joint forces for the purposes of espionage or sabotage and to detect evidence of treason, sedition, or subversive activities.

30517. Uni-Service Responsibility Under Coordinating Authority

In situations where coordination by a coordinating authority has been directed, or where there is a relationship of mutual cooperation between coordinate commands, the senior commander of each Service concerned shall be responsible for his own intelligence, unless otherwise mutually agreed upon or directed by a common superior.

Subsection 4. DOCTRINES

	<i>Para- graph</i>
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30521. Joint Staff Intelligence Division

In order that the staff intelligence division serving a commander of a joint force may secure and disseminate the required intelligence, that division should be jointly constituted in accordance with the general principles set forth in Section 3, Chapter 3, of this publication.

30522. Consideration of Operational Intelligence Needs

In prescribing the organization of the operational intelligence division of the joint staff, the joint force commander shall give due regard to his operational intelligence needs and to the intelligence needs and capabilities of each of the Service components of his command. These needs and capabilities shall be the primary factors in determining the degree of representation of each Service component in the intelligence division of the joint staff. Certain intelligence functions pose problems which are best solved by special organizational provision.

30523. Joint Intelligence Organization

The joint nature of the command requires that there be close integration in operational intelligence matters. The director of the joint intelligence division, therefore, should have a senior assistant from each component Service other than his own to insure adequate comprehension of particular operational intelligence requirements and to exchange information with all echelons.

30524. Integration of Joint Aspects of Intelligence

The commander of a joint force is faced with enemy operations and capabilities of a joint nature. It is therefore essential that information of the enemy be considered in its entirety, and not separately, in its air, naval, and ground force aspects. To this end, the joint intelligence staff which plans the collection, collation, and evaluation of enemy information must be completely joint in all of its sections. Only by such complete integration of information and analysis can the joint intelligence organization estimate the enemy situation in its entirety.

30525. Joint Force Commander

A joint force commander shall insure that each Service component represented in his command assists the others in the collection, processing, and dissemination of operational intelligence information needed by them to the maximum degree compatible with the requirements of their respective commands and of the joint force commander. He shall insure also that duplication of effort is avoided. Each subordinate element of a joint force must be made aware of the operational intelligence requirements of other elements of the force. It often happens that operational intelligence required by one element can best be obtained by some other element of the force in the course of its operations. Close liaison with the operations and plans division of the staff is essential.

for maintaining constant awareness of over-all intelligence requirements and of the possibilities for the operating elements of the joint force to render the fullest mutual intelligence support.

30526. Exchanging Information With Foreign Nationals

Commanders of joint forces should exchange intelligence with foreign nationals only in accordance with policy established by appropriate higher authority.

30527. Evaluation Scale

The following evaluation scale shall be used in operational intelligence for indicating the estimated reliability of the source of information and its accuracy:

<i>Reliability of Source</i>	<i>Accuracy of Information</i>
A—Completely reliable	1—Confirmed by other source
B—Usually reliable	2—Probably true
C—Fairly reliable	3—Possibly true
D—Not usually reliable	4—Doubtfully true
E—Unreliable	5—Improbable report
F—Reliability cannot be judged	6—Truth cannot be judged

30528. Mutual Cooperation

In areas or situations where there is coordination by mutual cooperation of commanders, operational intelligence policies shall be enunciated by each commander for his own command. The respective commanders shall be mutually responsible for the standardization of operational intelligence policies which are of mutual interest. Each Service command, in general, shall collect the type of operational intelligence information it primarily needs and shall insure the free exchange of such information as may meet the needs of the other Service commands concerned.

30529. Procedures

Upon the establishment of a Joint Force the commander thereof shall announce procedures

relating to the operational intelligence within his command. These procedures should cover all operational intelligence matters that lend themselves to a definite or standardized course of action. As operations progress and new procedures are developed, standing procedures should be revised to meet new conditions.

The scope of standing procedures will depend upon the nature of the command, the type of forces therein, and the character of the joint operations. The following subjects should be considered for inclusion:

- a. Responsibilities of each component of the joint force for the collection of information and the dissemination of operational intelligence.
- b. Responsibilities of each component of the joint force for counterintelligence operations.
- c. Standard procedures for collection, processing, and dissemination of operational intelligence, interrogation of prisoners of war, intelligence exploitation of friendly evaders and escapees from hostile territory, processing of documents and equipment and other items of a technical intelligence nature, and the collection of meteorological data.
- d. Standard procedures or measures to control subversion, to prevent sabotage and espionage, to maintain secrecy discipline, and to maintain communication security, censorship, and control of personal photography.
- e. Standardization of intelligence and counterintelligence reports and channels of communication.

30530. Planning Responsibilities

The staff division responsible for planning must be fully cognizant of the operational intelligence requirements and operational intelligence collecting capabilities and limitations of the diverse elements of the joint force. This requires close liaison with the joint intelligence division.

30531. Operational Intelligence Plan

The elements of information which are essential to all the forces operating under unified command constitute the basis for missions

for the various collecting agencies and in securing proper coordination of the whole effort. The assignment of tasks shall be predicated upon the availability and capability of the collecting agency, whether it be Army, Navy or Air Force, to accomplish the mission. Since the best information is of no value if it arrives too late, the time required for collection and transmission is an important consideration. The plan, when completed, shall form the basis for orders governing the search for information by the agencies available and for requests to coordinate commands for information that cannot be obtained otherwise.

30532. Reconnaissance

The question of secrecy for all projected operations shall be given full consideration in the preparation of reconnaissance plans. Ground, sea, or air reconnaissance of a specific area prior to the initiation of offensive operations therein may be executed in conjunction with other operations as part of a well integrated deception plan, or at a date so late as to preclude timely enemy countermeasures. In order to insure that future plans or actual operations are not revealed, reconnaissance by operating commanders should be restricted to the degree necessary by the JCS-established commander or other high-level commander.

30533. Service Support

In large joint commands, it may be desirable to establish intelligence agencies responsible to the joint intelligence staff division. These agencies may render intelligence services which lend themselves to centralization at the joint command level. Such services may include—

a. The accumulation and indexing of large amounts of enemy information of general interest to the joint forces.

b. Systematic dissemination of operational and technical intelligence studies produced at the joint commander's level.

c. Preparation and reproduction of photo-mosaics, maps, charts, terrain models, and other graphic aids beyond the capabilities of subordinate operating commands.

d. Other intelligence support of a purely service nature beyond the capabilities of subordinate echelons, such as the organization and direction of interrogation teams, document and equipment teams, and other technical intelligence teams.

30534. Decentralization

In joint commands of major proportions, the factors of time and distance from the departmental headquarters or other headquarters in the zone of interior may make it desirable for the joint commander's intelligence organization to perform certain functions normally associated with the zone of interior. Included among these functions may be—

a. Publication of technical intelligence bulletins.

b. Publication of intelligence of a general orientation character.

c. Preparation and dissemination of other intelligence studies and documents which would lose utility if delayed for preparation in the zone of interior.

Whenever, in the interest of expedience and decentralization, the intelligence division of a joint commander undertakes to perform any of the above functions, it must so advise the higher echelon concerned. It should also insure that such action does not interrupt the flow of information back to the higher echelon. Such action will be subject to review by higher authority in order to guard against unnecessary duplication.

Section 6

LOGISTICS

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30601. Purpose

To set forth principles and procedures governing logistical support in joint operations. The following phases of logistics are covered by this section:

a. Acquisition, storage, movement, distribution, maintenance, evacuation and disposition of matériel.

b. Movement and evacuation of personnel.

c. Acquisition or construction, maintenance, operation, and disposition of facilities.

d. Acquisition or furnishing of services. It comprises both planning—including determination of requirements—and implementation. The directives issued by the several Services and by the agencies of the Office of the Secretary of Defense will apply.

30602. Responsibility

a. Coordination and Control. The commander of a unified command has specific authority to coordinate the logistic support of the Service components and to exercise control of distribution of logistic support when shortages so necessitate. He will exercise such coordination through the commanders of the Service components and the commanders of such joint forces as may be under his command.

b. Uniservice Logistic Support. Each of the Services is responsible for the logistic support of its own forces in a unified command except

when logistical support is otherwise provided for by agreements or assignments as to common servicing, joint servicing, or cross-servicing at force, theater, department, or Department of Defense level.

c. Review of Requirements. The commander of a unified command will review requirements of the Service components of his force and coordinate priorities and programs in order to effectively utilize supplies, facilities, and personnel, to promote economy and to provide a maximum balanced and uniform program in the furtherance of his mission.

d. Referral to Joint Logistic Policy and Guidance Manual. In all logistical matters commanders of Unified Commands will take cognizance of and refer as necessary to *Joint Logistic Policy and Guidance Manual* (FM 110-10/JANALP/AFM 400-4).

30603. Logistics Planning

Logistics planning for joint operations shall be carried out concurrently with strategic planning and in advance of tactical planning.

30604. Supply

a. Responsibility.

- (1) *Commander of unified command.* The supply responsibility of a commander of a unified command is that necessary to insure effective coordinated logistical support of his command. He is

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responsible for insuring that the requirements of his force are prepared and submitted in accordance with existing directives from the three Services. The commander of a unified command will insure that requirements for categories of items of common supply have covered the needs of all forces, and that duplications are eliminated.

- (2) *Commanders of service components.* Subject to the responsibility and authority of the commander of a unified command described above commanders of the Service components of a unified command are responsible for supply of their commands. They will communicate directly with appropriate headquarters on all supply matters, except on those matters which the commander of a unified command directs to be forwarded through him. They shall keep the commander of a unified command informed of the status of important supply matters affecting readiness of his force.
- (3) *Subordinate commanders.* Subordinate commanders may be assigned the responsibility for providing supply support to elements or individuals of other Services within the unified command.

b. Distribution. The commander of a unified command is responsible for establishing unified distribution policies and procedures within his command, utilizing as far as practicable the normal distribution system of the Services concerned and indigenous distribution facilities.

c. Priority of Phase Build-up. The commander of a unified command is responsible for establishing the priority of the phase build-up of supplies, installations, and organizations deemed essential to the furtherance of his mission.

d. Allied Forces Requirements. Requirements for allied forces supported by or under the control of a commander of a unified command should be screened by the appropriate component commanders and separately reported through normal channels. The commander of

a unified command is responsible for establishing the necessary reports and methods for obtaining allied forces requirements in sufficient time to include necessary data in "Forecast of Requirements" report.

e. Supplies for Civilians. The commander of a unified command is responsible for provision of supplies to civilians in occupied areas in accordance with current directives.

30605. Maintenance

The commander of a unified command is responsible for coordination of maintenance. Where practical and without jeopardizing military effectiveness of tactical units, maintenance facilities for joint use should be established.

30606. Salvage, Disposal, and Captured Matériel

The commander of a unified command is responsible for establishment of adequate salvage procedures.

30607. Base Development

a. Establishment of Bases. The commander of a unified command is responsible, within the limits of resources furnished, for the establishment of bases to accomplish his mission and will plan and coordinate their development in accordance with approved joint and Service plans.

b. Real Estate Requirements and Construction of Facilities. The commander of a unified command is responsible for the coordination of real estate requirements and construction of facilities within his command. He shall establish priorities for construction projects.

c. Assignment of Facilities. The commander of a unified command may assign existing facilities to the elements of his command. In occupied areas maximum utilization should be made of local facilities.

30608. Transportation

The commander of a unified command will coordinate transportation facilities and means

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FM 110-5/JAAF/AFM 1-1

assigned to his command including air, sea, and land transport.

30609. Air and Water Ports

Responsibilities for operation of air and water ports outside the continental limits of the United States, including the boundaries and scope thereof, essential to logistical support of the unified command will be assigned by the commander of the unified command, in consonance with approved policies.

30610. Medical and Dental Service

The commander of the unified command is responsible for coordination of medical and dental services.

30611. Burial and Graves Registration

The commander of the unified command will coordinate graves registration service for the acceptance of remains at collection points, including burial, burial records, and cemetery maintenance.

30612. Procurement

The commander of the unified command is responsible for establishment of procurement

policies consistent with applicable laws, departmental regulations, and armed services procurement regulations.

30613. Military Government

The commander of the unified command is responsible for coordinating the logistical support of military government in areas occupied by his command. He may assign logistical tasks or delegate authority for this purpose as deemed appropriate.

30614. Joint Forces Other Than Unified Commands

Logistic responsibilities for joint forces other than unified commands will follow single Service command channels, except—

a. When specifically directed otherwise by the authority establishing that force.

b. When common, joint, or cross-servicing agreements and procedures provide otherwise.

c. That a commander of a joint task force exercises logistics coordination or control only to the extent necessary to meet those logistic needs of the subordinate commanders which are essential to the success of his missions, and to meet any request of the subordinate commander for logistic support.

Section 7

TRAINING FOR JOINT OPERATIONS

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30701. Definitions

a. Joint Exercises and Maneuvers. As used herein, these terms are considered synonymous and denote simulated combat operations of units of two or more Services, for purposes of training, involving joint planning, joint preparation, and joint execution.

b. Grand Joint Exercise. A grand joint exercise is an exercise held by direction of the Joint Chiefs of Staff, involving major subdivisions from each of two or more Services.

c. Major Joint Exercise. A major joint exercise is a large-scale joint maneuver held on the initiative of one of the Services and in which two or more Services participate.

d. Minor Joint Exercise. A minor joint exercise is a joint training exercise held on the initiative of one or more joint force commanders for the forces under their respective commands; or a small-scale training exercise held on the initiative of one of the Services, or a subordinate commander thereof, and in which two or more Services participate.

30702. Purpose

The purpose of joint exercises is to prepare elements of the Services for joint operations.

30703. Conduct of Joint Exercises

Training for joint operations is accomplished by joint training preceded by appropriate uni-

service training. The joint training may be accomplished in the following ways:

a. Participation of forces of two or more Services in joint exercises.

b. Attendance by units or personnel of one Service at schools or training activities of another Service.

c. Attendance at, or participation in, exercises of one Service, in the field or at sea, by units or personnel of another Service.

d. Attendance at joint schools, such as the Armed Forces Staff College.

e. Inclusion in the curricula of appropriate schools of the Services of courses dealing with the other Services.

f. Exchange of personnel between schools, staffs, and units of the respective Services.

g. Command post exercises and map, chart, and board maneuvers.

30704. Aim of Maximum Realism

All joint exercises shall be organized, planned, and located so as to provide maximum realism practicable. The situation should simulate, as nearly as practicable, an area of current strategic importance.

30705. Directives for Grand Joint Exercises

Since all Grand Joint Exercises are held by direction of the Joint Chiefs of Staff, planning directives for them will be published sufficiently

early for the Services to make necessary budgetary arrangements.

30706. Directives for Major Joint Exercises

Major joint exercises are held by agreement of Service heads or commanders acting directly under them. The initiating directive will therefore be issued jointly.

30707. Directives for Minor Joint Exercises

Minor joint exercises are held as mutually arranged by the local commanders whose forces are to participate, or as directed by a commander of a joint force for the forces under his command.

30708. Use of Actual Units

Actual units of the Armed Forces will be used to represent the enemy wherever logical and practicable in all joint exercises.

30709. Organization and Conduct of Grand or Major Joint Exercises

a. Maneuver Director. For each grand or major joint exercise there shall be a maneuver director, assisted by a deputy maneuver director from each of the participating Services.

b. Appointment of Maneuver Director. The Joint Chiefs of Staff will appoint the maneuver director for grand joint exercises. The appropriate service heads, or the commanders operating directly under them, will jointly agree on and appoint the maneuver director for major joint exercises, and individually appoint the deputy director for their Services.

c. Responsibility of Maneuver Director. The maneuver director shall be responsible to the initiating authority for the coordination of the planning for and execution of the grand or major joint exercise in order to insure attainment of the exercise objective.

d. Umpire Group. To supervise the con-

duct of a grand or major joint exercise, the maneuver director shall organize and operate an umpire group which shall consist of—

- (1) A chief umpire.
- (2) A senior umpire from each participating Service.
- (3) Assistant umpires from each participating Service as required.

This group shall be responsible for the preparation, adaptation, and promulgation of rules and instructions governing umpire activities of the joint exercise. The chief umpire shall be responsible for the organization, instruction, and training of the umpire group.

e. Critiques and Reports. Upon completion of each grand or major joint exercise, the maneuver director will be responsible for holding appropriate critiques and submitting appropriate reports.

30710. Organization and Conduct of Minor Joint Exercises

Minor joint exercises shall be conducted in general conformance with the instructions governing major joint exercises, modified by mutual agreement between the local participating Service or joint force commanders concerned to meet the requirements of the particular exercise.

30711. Publicity

a. Grand Joint Exercises. The Joint Chiefs of Staff will issue instructions to the maneuver director relative to publicity in regard to each Grand Joint Exercise.

b. Major and Minor Joint Exercises. The initiating Service heads will jointly issue instructions relative to publicity in regard to each major and minor joint exercise.

30712. Service Training Plan

It will be the responsibility of each Service to prepare annually, after consultation with the other Services, a plan for joint training of individuals or elements of the other Services.

Section 8

COMMUNICATIONS

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Subsection 1. DEFINITIONS

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30801. Guide to Terminology

The definitions contained in the "Dictionary of United States Military Terms for Joint Usage" and the Joint Army-Navy-Air Force Publication (JANAP) Series 133 are applicable. Terms frequently used in this section are set forth in this subsection.

30802. Circuit

A circuit is a communications link between two or more points capable of providing one or more communications channels.

30803. Communications Center

A communications agency charged with the responsibility for receipt, transmission, and delivery of messages is referred to as a communications center. It will normally include a message center, a cryptographic section, and transmitting and receiving facilities. Transmitting, receiving, and relay stations are not necessarily located in the communications center, but facilities for remote control thereof must terminate therein.

30804. Communications Channel

A communications channel is an electrical path over which transmissions can be made from one station to another.

30805. Communications Component

A communications component is a major item, not a complete operating set, which may be part of an operating set, or used to extend its function or to add additional facilities to the set. A component is not normally capable of operation by itself.

30806. Military Characteristics of Communications

Military characteristics of communications equipment are those characteristics which enable equipment to perform desired military functions. These include such items as size, shape, weight, water-proofing, tropicalizing, winterizing (arcticizing), shock resistance, and operational characteristics all of which affect usefulness of equipment for military purposes. Military characteristics include physical and operational characteristics but not technical characteristics.

30807. Operational Characteristics of Communications

Operational characteristics of communications equipment are those military characteristics which pertain primarily to the functions to be performed by an equipment, either alone or in conjunction with other equipment. *Ex-*

ample: For electronics equipment, operational characteristics include such items as frequency coverage, channeling, type of modulation, character of emission, etc.

30808. Telecommunications

Any transmission, emission, or reception of signs, signals, writing, images, and sounds or intelligence of any nature by wire, radio, visual,

or other electromagnetic systems, is referred to as telecommunications.

30809. Terminal

The communications equipment at the end of a communications channel which is essential to the transmitting and/or receiving operator for controlling the transmissions and/or reception of messages and intelligence.

Subsection 2. PRINCIPLES

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30811. Fundamental Principles

a. Command Responsibility. Communications is a responsibility of command.

b. Inseparability of Operations and Communications. Military operations and military communications are integral and inseparable. Communications must be provided and maintained as required to obtain maximum over-all effectiveness of the forces consistent with the projected rate of activity and scope of operations.

c. Advance Provision of Communications. Communications should be provided in advance of projected operations whenever practicable in order that commanders may enjoy maximum freedom of action.

d. Need for Common Procedures and Lateral Interconnections. Functionally similar communications and electronics systems should be interrelated by use of common procedures and lateral interconnections. System planning and procedures must permit transmission of messages from any point in any communications system to any point in any other communications system without delay or major reprocessing en route.

e. Relative Importance of Reliability, Speed, and Security. Communications must be reliable, rapid, and secure. Reliability is paramount under any circumstances. The importance of speed may transcend the need for security, but the relative importance of these two must be weighed in the light of current condi-

tions. Additionally, communications should be simple, flexible, and economical, but these requirements must not be permitted to outweigh reliability, security, and speed.

30812. Joint Principles

a. "Economy of Force" Principle. The principle of economy of force demands that each commander make the most efficient use of personnel and material available to him. In the interest of this principle, communications are integrated among commands and Services. For example, a part of the communication needs of a commander may be provided by allocation of communication channels in the communications system of a higher commander; or a commander may require a subordinate commander to provide certain communication channels for the use of the higher commander's communication systems or for the use of another subordinate commander.

b. Uni-Service Over-all Facilities. Between the Services, the principle of economy of force makes it advisable whenever practicable that only one Service maintain over-all communication facilities between two geographical points and provide from those facilities communication channels for the use of other Services.

c. Command. When a single facility has been agreed upon to serve more than one command, it should normally be under the operational, maintenance, and security control of a single command as determined by competent author-

ity. This command will normally be that command which constructs, maintains, and operates the facility.

d. Allocation of Channels. Regardless of the command or Service which constructs, maintains, and operates communications circuits, channels within those circuits are normally utilized by allocation of individual channels on a permanent full-time basis to Services or commanders. The reasons justifying such allocation of channels are the—

- (1) Need for speed of communication (tactical operational circuits, flash warning, aircraft warning, fire control circuits, and the like) which prohibits delays incident to the switching or sharing of common user channels.
- (2) Existence of sufficient traffic volume between the two commands to occupy the channel for a minimum of 60 percent of proven average channel capacity.

e. Control of Channels. Terminals of channels allocated as described above should be manned by personnel of the headquarters of the command to which allocated. Control of the traffic passing over the allocated channels will be under the command to which allocated, subject to compliance with the established joint procedures and precedences. Justification for channels should be made to, and all allocations of channels should be made by, a commander senior to those vitally interested.

f. Common Use of Channels. Common use of communication channels by more than one command or Service will be normal practice for all commands or Services which cannot justify exclusive allocation of channels. Standards of service as established by proper authority must be maintained at such a facility. In lieu of common use of a channel, it may be allocated to interested commands or Services on a part-time basis.

g. Provision for Essential Needs of Each Service. The essential communication needs of each Service must be adequately provided either by the Service concerned or, whenever practicable, by joint use of facilities as described above.

h. Standby Communications Facilities. In locations where the disruption of a single, consolidated facility would vitally impair exercise of command by any or all Services or commands, dispersal of communication facilities must be provided for on the most economic basis possible, taking full advantage of standby facilities in a maintenance status. To provide for national emergencies, equipment which would otherwise be removed as a result of joint use of facilities, may be retained in a standby maintenance status. Reserve plant facilities which may be required for strategic war reserve may be installed, tested, and placed in a standby maintenance status. Appropriate communication facilities of commands and Services must be interconnected so that, in an emergency, any command or Service may use the facilities of other commands and Services for operational traffic and, so far as possible, for administrative traffic.

i. Working Out Policy, Methods, and Procedures in Peacetime. Joint operations depend in part upon efficient joint communications and these, in turn, are dependent upon the adoption and use of joint methods and procedures for joint action. In addition, the integration of communication facilities possible under operation of these principles will require that all Services use the same methods and procedures for joint action. Therefore, joint communication policy, joint communication instructions, and joint methods and procedures must be worked out in peacetime, used on all joint circuits and facilities, and will, whenever possible, be the same as policies, instructions, and methods and procedures which are used intra-Service.

j. Joint Communication Center. A communication center is an integral part of each command headquarters and should be located physically within the headquarters area. Communications channels allocated to the headquarters must be terminated therein. Joint Communication Centers are practicable and should normally be prescribed when serving a joint headquarters or wherever the location of the several command headquarters permits.

k. Joint Communications Facilities. When it is impracticable to assign entire responsibility for operation of all communication facilities in a geographical location to one Service, and where separate facilities are not required, joint radio transmitter stations, joint radio receiver stations, and joint wire rooms or relay centers will be established to serve the several command headquarters in the area as necessary.

l. Standardization of Equipment. Effective joint communications and the integration of communication facilities, in accordance with those principles, require that, so far as practicable, communication equipment be standardized. The allowances and requirements for communication equipment and the military characteristics of equipment and systems are determined by communications personnel subject to approval of competent authority. Within the limitation of meeting the essential military characteristics which may be necessary for different branches of each Service thus established, communications equipment used by the Services must consist of a minimum number of types.

- (1) *Factors in standardization.* Space and weight limitations may prevent equipments used by different Services from taking the same form. In such case, the equipment must include a maximum possible number of components which are standard to all Services and operational characteristics must be coordinated between Services. Standardization of components and equipments is essential in order to achieve the maximum economy possible from cross-servicing and cross-procurement and to permit emergency supply assistance between Services. The same operational characteristics are necessary to insure intercommunication between Services and branches thereof.
- (2) *Research, development, and procurement.* In the research, development, and procurement of communication equipment, unnecessary duplication must be avoided by the use of joint contracts, cross-servicing, and cross-

procurement. Normally, one Service must be assigned primary responsibility and should lead in development and procurement of any specific item of equipment (such as VHF/UHF radio relay equipment) and other Services should procure that item from the Service which has developed it.

m. Training Facilities. The principle of cross-servicing should be extended as far as possible to the training of personnel so that, in many cases, one Service can avail itself of the training facilities of another Service.

n. Technical Control of Communication Logistics. Efficient communications are largely dependent upon logistic support and trained personnel. Sound practice and experience dictate that the signal or communications officer upon whom the commander depends to provide his communications must exercise technical control of communication logistics and personnel.

o. RDB and Munitions Board. Matters covered in the foregoing principles which are also under the cognizance of the Research and Development Board or the Munitions Board, or in which they have a direct interest, should be coordinated with those agencies as necessary.

30813. Principles for Combined Communications

a. Standardization of Principles. Standardization of principles and procedures by allied nations for combined communications is essential and should, insofar as possible, conform to United States joint principles, methods, and procedures.

b. Agreement in Advance of War. Combined communications agreements with probable allies covering principles and procedures should be arrived at by mutual agreement in advance of war whenever practicable.

c. United States Interpreters. The use of interpreters constitutes a hazard to the interchange of communications between allies not speaking a common language. Therefore, the United States shall provide its own interpreters to insure that United States interests are adequately protected.

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d. Policy in Absence of Agreements. Where communications agreements have not been arrived at in advance of war, one ally should adopt the procedures of the others on direction of a duly established Combined Authority.

* *e. Choice of Cryptographic System.* ~~The Nation's most secure cryptographic system, other than one-time systems, shall be reserved for exclusive national use. Determination of~~

~~which system is the most secure is a function of the Joint Chiefs of Staff. No joint cryptographic device or publication will be made available for combined use without the approval of the Joint Chiefs of Staff.~~

f. Standardization of Equipment. Standardization of communications and electronics equipment, particularly voice equipment, should be obtained whenever practicable.

Subsection 3. RESPONSIBILITIES

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30821. Common Responsibilities

Under common functions of the Armed Forces as they pertain to communications, and in accordance with guidance from the Joint Chiefs of Staff, each Service has the following responsibilities to—

a. Provide communications personnel and reserves of communications equipment and supplies for the effective prosecution of war, and to plan for the expansion of peacetime communications to meet the needs of war.

b. Provide, organize, and train its communications personnel and provide its communications equipment for joint operations.

c. Assist the other Services in the accomplishment of their communications functions, as may be determined by proper authority.

d. Determine and provide the means of communications by which command within the Service is to be exercised.

30822. Joint ~~Responsibilities~~ **OPERATIONS**

The communications responsibilities of the individual Services in joint operations are, in general, dependent upon—

a. The nature of the joint operations.

b. Which Service or Services provide the forces employed.

c. The directives of the Joint Commander or Commander of a Unified Command. The di-

rectives of the Joint Commander or Commander of a Unified Command shall be in accordance with the principles enunciated herein.

30823. Communications Cover and Deception

Electronic countermeasures and deception for joint operations shall be in conformance with the policies and directives of the Joint Chiefs of Staff. The Armed Forces Security Agency is charged with the formulation of and recommendations concerning policies and doctrines for communications cover and deception.

30824. Communications Security ~~-only cryptosystems~~ ~~APPROVED BY DIR. NSA will be employed.~~

The Armed Forces Security Agency has technical supervision of the communications security activities of the military Services. That agency prepares, produces, and issues all cryptographic material for the Armed Forces and promulgates instructions for the use, handling, maintenance, and safeguarding of such material. Each Service is responsible for insuring the security of its own communications and for coordination with the other Services to insure the security of joint communications.

30825. Radio Frequencies

Each Service is responsible for obtaining, allocating, and protecting required frequencies.

Such frequencies include those which are required for own Service use, and, as appropriate, for joint use and for use in joint operations. Effective coordination on all military frequency matters is essential and will be accomplished under the direction of the Joint Chiefs of Staff or the responsible commander acting, so far as possible, within the framework of established Service allocations and inter-Service agreements governing usage of frequencies.

30826. Assistance to Foreign Nations

Each Service is responsible, as directed by proper authority, for assisting in the training and equipping of the military forces of foreign nations for essential communications.

30827. Uni-Service Responsibilities

The communications and electronics responsibilities of each Service will normally parallel and be determined by other related assigned responsibilities and command relationships. It is the responsibility of each Service to—

a. Provide, operate, and maintain the communications facilities organic to its own combat organizations including their organic Service elements.

b. Guide the development of the personnel and material means specially required for those types of operations for which the Service has been assigned doctrinal cognizance.

c. Provide, operate, and maintain its end of circuits required for communications with elements of other Services, and associated circuit facilities as may be assigned or mutually agreed to.

d. Provide, operate, and maintain such communications facilities as each Service requires subject to the principles set forth in paragraphs 30811-30813, inclusive, of this section.

e. Provide, operate, and maintain communications for distress, disaster, emergency, and safety at sea as directed by proper authority and in accordance with applicable international agreements.

Subsection 4. DOCTRINES AND PROCEDURES

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30831. Agency for Joint Action

The Joint Communications-Electronics Committee (JCEC) is the agency of the Joint Chiefs of Staff charged with cognizance of communications and electronics insofar as they pertain to matters for which the Joint Chiefs of Staff are responsible. Doctrines and procedures essential for the successful accomplishment of communications for joint action are established through the functioning of this committee. The Armed Forces Security Agency (AFSA) is the Agency of the Joint Chiefs of Staff charged with cognizance of certain or designated Communications Security matters.

30832. Joint Army-Navy-Air Force Publications (JANAPs)

Based upon the principles contained herein, a series of Joint Army-Navy-Air Force publications (JANAPs) are prepared and issued

by the Joint Communications-Electronics Committee for the Joint Chiefs of Staff to set forth, in detail, approved joint plans and instructions essential for the fulfillment of specific requirements in the joint communications-electronics field.

a. *Contents.* These publications (JANAPs) prescribe approved methods and procedures for the conduct of all forms of communications, recognition, identification, security rules, employment of frequencies, and such other aspects as are of joint application or interest.

b. *Preparation and Revision.* The preparation and revision of JANAPs is a continuing project. New or revised publications are issued to the Armed Forces from time to time as appropriate.

c. *List of JANAPs.* The complete list of these publications and their distribution is contained in the effective edition of JANAP No. 199.

CHAPTER 4
PRINCIPLES AND DOCTRINES GOVERNING
JOINT ASPECTS OF SPECIAL OPERATIONS
OF THE ARMED FORCES

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Section 1

GENERAL

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40101. Scope

This chapter contains principles and doctrines governing the joint aspects of special operations.

40102. Source of Terms

The terms used in the text of this chapter are in accordance with the definitions in the "Dictionary of U. S. Military Terms for Joint Usage" unless otherwise defined herein.

40103. Meaning of "Special Operations"

The term "special operations" as used in this chapter is defined as secondary or supporting

operations which may be adjuncts to various other operations and for which no one Service is assigned primary responsibility for all aspects thereof.

40104. Coordination of Services

Principles and doctrines for special operations contain only those instructions which are required to coordinate elements of two or more of the Armed Forces in the conduct of such operations. They will be concerned with the tactics and techniques of the participating forces only to the extent required for the harmonious conduct of the special operations.

Section 2

BASE AND HARBOR DEFENSE OPERATIONS

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40201. Purpose

The purpose of this section is to set forth the basic principles and doctrines governing:

- a. Service responsibilities for the various aspects of base and harbor defense, and
- b. Command responsibility and authority for coordinating these aspects in order to provide an effective, integrated local defense system.

40202. Scope

The principles and doctrines set forth in this section are established for the direction of operations for the local defense of base and harbor facilities located outside of the continental United States. They may be used by commanders responsible for base and harbor defense operations within the continental United States as a guide for coordinating local defense planning.

40203. Definitions

a. *Base Defense.* Base defense is defined as the local military measures, both normal and emergency, required to nullify or reduce the effectiveness of enemy attacks on, or sabotage of, a base so as to insure that the maximum capacity of its facilities are available to our forces.

b. *Continental United States.* For purposes of this section the term "continental United

States" is defined as United States territory including the adjacent territorial waters located within the North American Continent between Canada and Mexico.

c. *Harbor.* For purposes of this section the term "harbor" is defined as a restricted body of water, an anchorage or other limited coastal water area and its mineable water approaches from which shipping operations are projected or supported. Generally, a harbor is a part of a base, in which case the harbor defense force forms a component element of the base defense force established for the local defense of the base and its included harbor.

d. *Harbor Defense.* Defense of a harbor or anchorage and its water approaches against (1) submarine, submarine-borne, or small surface craft attack; (2) enemy minelaying operations; and (3) sabotage. The defense of a harbor from guided or dropped missiles while such missiles are airborne is considered a part of air defense.

e. *Joint Base.* For purposes of base and harbor defense operations a joint base is defined as a locality from which operations of two or more of the Armed Forces of the Department of Defense are projected or supported and which is manned by significant elements of two or more Services, or in which are located ~~elements of~~ **SIGNIFICANT** two or more Services.

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40204. Coordination of Defense Efforts

Because of the close community of interests among forces using a base or a harbor and the physical proximity of these forces to each other, coordination of their respective defense capabilities is essential.

40205. Determining Service Commander

The Service which provides the commander of and the Service or Services which provide the forces for base and harbor defense operations are determined by the classification of the base or harbor facility as indicated in paragraph 40206 below and by the functions assigned to the individual Services in chapter 2.

40206. Classification of Bases and Harbors

- a. A base or harbor may be—
- (1) A uni-Service base or harbor (Army, Air Force, or Naval).
 - (2) A joint base or harbor. A joint base or harbor may be either—
 - (a) One in which one Service has primary interest, or
 - (b) One in which two or more Services have coequal interest.

b. The JCS-established commander of an area shall determine (unless determined by higher authority) and announce the classification of bases and harbors in his area in accordance with policies established by the Joint Chiefs of Staff.

40207. Establishing Command Relationships

The JCS-established commander, in order to provide for the effective defense of a base and/or harbor within his command, or within his area of responsibility for joint planning, is responsible for—

- a. Assigning the responsibility for local defense of such base or harbor and establishing the method of command or coordination to be exercised by the local base and/or harbor defense commander.

b. Insuring that appropriate command relationships between subordinate area and local base and/or harbor defense commanders are established and that local defense areas are delineated.

Responsibility for Defense by OTHER THAN LOCAL FORCES
40208. ~~Defense of Local Forces~~

The commander of the area, or the commander of the sub-area in which a base or harbor is located, is responsible for the over-all defense of the bases and harbors in his area against enemy forces, to include distant forces, which interfere with the operation of or threaten the bases and harbors in his area.

40209. Defense of Base or Harbor Outside Established Command

When a uni-Service base or harbor facility is established in a locality not within an area of responsibility assigned to a JCS-established command, ultimate responsibility for the local defense of the base or harbor rests with the head of the Service establishing the base.

40210. Responsibility of Base or Harbor Commander

The officer assigned to command a base or harbor is responsible for the local defense of his command. The forces of Services other than his own, assigned to the base or harbor primarily for the purpose of base or harbor defense, shall be under his operational control. Forces of Services other than his own, assigned or attached to the base for primary purposes other than defense, shall furnish support for base defense during an attack or threat of an attack in accordance with the provisions of chapter 3, section 2.

40211. Responsibilities of ~~Service~~ ^{COMPONENT} Commanders

The commander of the forces of each Service at a base or harbor is responsible for:

- a. Participating in the preparation of base and harbor defense plans.

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b. Providing, manning, and operating base and harbor defense facilities in accordance with the base and harbor defense plans. The tasks assigned each component commander should follow, in general, the Service functions as set forth in chapter 2.

c. Conducting individual and unit training of his component forces as necessary to insure their readiness to perform their assigned tasks in defense of the base and/or harbor.

d. Providing appropriate facilities and essential personnel for a command operations center for the responsible base and/or harbor defense commander.

e. Providing appropriate personnel for the base and/or harbor commander's staff to advise him in regard to matters peculiar to their Service, and, in joint force commands, to be regular working members of the staff.

f. Providing for the internal security of his own command.

g. Providing housing for the forces under his command.

h. Providing communications within his command.

40212. Employment of Transient Forces

Defense plans shall include provisions for augmenting the regularly assigned base defense forces in an emergency by the employment of transient forces present at the base during an attack or when the base is threatened with attack, except forces specifically exempted by the Joint Chiefs of Staff. The mutual responsibility and the command relationships involved in such employment are covered in chapter 3, section 2, and chapter 4, section 7.

Section 3

MEASURES TO PREVENT OR MINIMIZE MUTUAL INTERFERENCE IN OPERATIONS

Purpose and Scope-----	40301
Meaning of New Terms-----	40302
Responsibilities-----	40303
Basic Doctrines-----	40304
Specific Doctrines-----	40305

40301. Purpose and Scope

a. Purpose. Measures to prevent or minimize mutual interference are those coordinated actions required of appropriate commanders to insure that the operations of forces under their directions are conducted in such a manner as to prevent or minimize the adverse effects of actions of any one unit upon the operations of others in order to—

- (1) Safeguard friendly forces against being engaged by each other.
- (2) Provide for immediate effective engagement of enemy forces.
- (3) Prevent needless alarms and unnecessary expenditures of effort on the part of friendly forces by the approach of other forces not recognized or identified as friendly.

b. Scope (Required Measures). These measures include (but are not limited to)—

- (1) Assignment of nonconflicting missions so far as practicable.
- (2) Designation of relative importance of missions where conflict of missions must occur.
- (3) Scheduling of tactical tasks so as to limit conflict in space, time, or area.
- (4) Provision of adequate recognition and identification procedures.
- (5) Timely exchange of essential operational data between forces where interference might occur.

40302. Meaning of New Terms

a. Air Corridors. Air corridors are restricted air routes of travel specified for use by

friendly aircraft established for the purpose of preventing friendly aircraft from being fired on by friendly forces.

b. Air Surface Zones. Air surface zones are restricted areas established for the purpose of preventing friendly surface vessels and aircraft from being fired upon by friendly forces and for permitting antisubmarine operations, unrestricted by the operations or possible attack of friendly submarines.

c. Blind Bombing Zones. Blind bombing zones are restricted areas (air, land, or sea), established for the purpose of permitting air operations, unrestricted by the operations or possible attack of friendly forces.

d. Bomb Lines (Land). Bomb lines over land areas are established to delimit attacks by friendly aircraft.

(1) *Tactical bomb lines.* Tactical bomb lines over land areas are lines prescribed by a troop commander beyond which he considers that properly coordinated bombing would not endanger his own forces.

(2) *Forward bomb lines.* Forward bomb lines over land areas are safety lines prescribed by a troop commander beyond which he considers that bombing need not be coordinated with his own forces.

(3) *Bomb safety lines.* Bomb safety lines are the same as forward bomb lines.

e. Fire Power Umbrella. A fire power umbrella is an air defense restricted area over a surface naval formation extending in all directions above 1,000 feet altitude to the effective range of the antiaircraft guns in the formation.

f. Gun Defended Area. A gun defended area is an air defense restricted area defined as the zone and the air space above it which is denied to friendly aircraft except under certain specified conditions.

g. Inner Artillery Zone. An inner artillery zone is an air defense restricted area applied to specified air spaces within gun defended areas which are denied to friendly aircraft under all conditions.

h. Joint Zones (Air, Land, or Sea). Joint zones are areas established for the purpose of permitting friendly surface, air, and subsurface forces to operate simultaneously.

i. Restricted Area. A restricted ground or sea area or an air space in which there are special restrictive measures employed to prevent or minimize interference between friendly forces.

j. Safety Zones. Safety zones are specified water or land areas (and the air space above them) reserved for noncombat operations of friendly aircraft, surface ships, or ground forces.

k. Submarine Havens. Submarine havens are specified sea areas for submarine noncombat operations and include:

- (1) Submarine sanctuaries announced by the theater, fleet, or equivalent commander.
- (2) Areas reserved for submarine operations and training in noncombat zones.
- (3) Moving areas, established by "Submarine Notices," surrounding submarines in transit, extending 50 miles ahead, 100 miles behind, and 15 miles on each side of the estimated position of the submarine along the stated track.

l. Submarine Safety Lanes. Submarine safety lanes are specified sea lanes used exclusively for submarines in transit to and from assigned patrol zones.

m. Submarine Patrol Zones. Submarine patrol zones are restricted areas (sea) established for the purpose of permitting submarine operations unrestricted by the operations or possible attack of friendly forces.

40303. Responsibilities

a. Commanders Within a Force. Commanders down to the lowest echelons of a force are responsible that adequate measures are taken to prevent or minimize interference with the operations of other friendly forces. For this purpose, detailed rules, procedures, plans, and methods of operation should be given appropriate dissemination by each commander. Each commander should insure that the detailed rules, procedures, plans, and methods of operation disseminated at his level of command are in consonance with those of higher echelons, and are coordinated with parallel echelons. Commanders are responsible for insuring that their subordinates are familiar and comply with that part of the detailed procedures required to accomplish the general objectives set forth herein.

b. Instructions and Guidance by Joint Chiefs of Staff. The Joint Chiefs of Staff will—

- (1) Promulgate instructions serving as basic guidance to each JCS-designated commander in those aspects of his operations which would interfere with the operations of another JCS-designated commander unless coordinating provisions were made to prevent or minimize interference.
- (2) When it is necessary or desirable, provide guidance as to timing, designated objectives, utilization of specific areas and/or spaces in connection with operations of two or more JCS-designated commands where interference is probable without such designation.

c. Security Compromise of Measures. Commanders are responsible in the event of compromise of any of the measures to prevent or minimize mutual interference that immediate action be taken to notify the authority establishing the particular measures and commanders who may need to know.

40304. Basic Doctrines

The rapidity of movement in modern warfare and its conduct on a world-wide basis neces-

sitates the promulgation of certain basic doctrines applicable to all Services and commands to prevent or minimize mutual interference in operations.

a. Basic and Detailed Rules and Procedures. The Joint Chiefs of Staff, acting through their appropriate agencies, will prescribe basic rules for measures necessary to prevent or minimize mutual interference. Necessary detailed rules and procedures in consonance with the basic rules should be promulgated by subordinate commanders.

b. Emergency Rules and Procedures. The rules and procedures given above may be set aside, in an emergency, by any commander insofar as they apply to his command when in his judgment, time does not permit reference to higher authority. When such changes are made, he shall notify appropriate commanders concerned and set forth reasons for the change.

40305. Specific Doctrines

a. Recognition and Identification. The proper utilization of the prescribed procedure of both identification and recognition are responsibilities placed upon all individuals, units, and forces of the military service. The safety of each surface ship, aircraft, submarine, or ground element may depend upon recognition and identification efficiency.

- (1) *Initiation of identification.* The responsibility for initiation of identification procedures is assigned below and has universal application:

Aircraft identify themselves to friendly surface units (except in specified air corridors).

Aircraft determine enemy character of surface units and of other aircraft before attacking.

Aircraft and *ground forces* are mutually responsible for establishing their own friendly character. Detailed Instructions are contained in Allied Communications Publication 150A (ACP 150A).

Ground forces and *surface forces* are mutually responsible for estab-

lishing their own friendly character except where special instructions for harbor entrance control are effective, or when special orders are issued for specific operations.

Submarines identify themselves to friendly surface ships and aircraft (except in special submarine zones).

When *ships of different sizes* encounter each other, it is normally the responsibility of the smaller ship to establish its friendly character to the larger ship.

Within *similar types* there is a mutual responsibility of establishing friendly character, that is, air-air, ship-ship, submarine-submarine, and ground-ground.

- (2) *Responsibility for answering identification signals.* It is the responsibility of each unit or force to initiate at once procedures to identify itself when another unit or force has initiated its own identification under the responsibility expressed in *a* above.

b. Attack Restriction in Certain Areas.

- (1) *Necessity for restrictions.* Certain attack restrictions and limitations of operation areas have been found to be essential when aircraft, ground forces, surface ship or submarines are operating in the same area. These restrictions are essential to prevent or minimize mutual interference not only between units of one command but also between commands. These restrictions should not be established on a semi-permanent or permanent basis but rather should be tailored to fit precise preplanned operations and should be drawn up with careful limitations of size, space, and duration. With the increasing complexity of future warfare, it is anticipated that additions to the listing set forth below will be required. As set forth in paragraph

40303b, new types of restricted areas may be established by operational commanders as necessary.

- (2) *Types of restricted areas.* For purposes of delineating the spheres of activity of aircraft, surface ships, submarines, and ground forces, the Joint Chiefs of Staff, or their designated agency, will define and promulgate general rules governing the establishment of areas and zones as follows:

- Air corridors.
- Air-Surface zones.
- Blind bombing zones.
- Bomb line.
 - Forward bomb line.
 - Bomb safety line.
 - Tactical bomb line.
- Fire power umbrella.
- Gun defended areas.
- Inner Artillery zones.
- Joint zones.
- Safety zones.
 - Submarine havens.
 - Submarine safety lanes.
 - Submarine patrol zones.
- Other types as necessary.

- (3) *Promulgation of limitations and procedures.* Area, space, and time limitations of the various class areas and detailed procedures in connection therewith shall be prescribed in directives and in appropriate zone notices issued by the commanders indicated in 40303a. Dissemination shall be on a broad and timely basis.
- (4) *Additions and exceptions.* Additions and exceptions to the attack restrictions may be prescribed by the appropriate commander as authorized in paragraph 40303.
- (5) *Special types of restricted areas.* The following policies pertain to special types of restricted areas which are to be in effect intermittently or for a short period of time: 1, the period during which any special type of restricted

area is effective should be for the minimum practicable length of time; 2, special types of restricted areas should be established sufficiently far in advance of effective period that all friendly units may receive timely warning of such establishment; absolute minimum is considered to be 12 hours plus time required for decoding; 3, special types of restricted areas should be of minimum practicable size.

c. *Operational Intelligence and Information.*

- (1) *Friendly.* It is incumbent upon all appropriate commanders to make known, when practicable, the locations and anticipated movements of forces under their control to all who should know.
- (2) *Enemy.* Locations, dispositions, and size of hostile forces confronting a commander must be rapidly and adequately disseminated after initial evaluation at his level.
- (3) *Standards.* Standards for identifying, evaluating, reporting, and taking necessary action upon contacts or sightings of military significance will be established and promulgated by an appropriate agency of the Joint Chiefs of Staff.
- (4) *Submarine notices.* Submarine operations and movements outside havens and submarine patrol zones are made the subject of submarine notices. At the place from which a submarine is departing, appropriate commanders should disseminate these notices to those who need to know.

d. *Special Routing Instructions.*

- (1) *Routes and reference points.* These are established by JCS-established commanders, by Commanders-in-Chief, or by other appropriate commanders when so authorized, to facilitate control of surface, air, and subsurface traffic so as to reduce interference between forces making passage in the same area.

- (2) *Informing adjacent areas.* To insure understanding between forces operating in adjacent areas, common routes and reference points should be promulgated to adjacent areas and to forces about to leave or enter an area.
- (3) *Temporary new routes and reference points.* New routes and reference points may be promulgated by appropriate commanders as authorized for the temporary use of forces under their command.
- (4) *Permanent new routes and reference points.* When intended for permanent use, new routes and reference points should be issued by the JCS-established commander, by Commanders-in-Chief, or by other competent commanders, as a change to the original directive on the subject.
 - e. Hostile Acts.* Basic rules for defining and recognizing hostile acts by aircraft, submarines, surface units, and ground forces will be promulgated by JCS-established commanders, or by other appropriate commanders when so authorized.

Section 4

SEARCH AND RESCUE OPERATIONS

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40401. Purpose

The purpose of this section is to set forth the basic principles governing Service participation in a unified command joint search and rescue (SAR) center, the conduct of joint SAR missions, and responsibilities and authority of commanders of unified commands (within this section referred to as area commanders), ~~AND OF OTHER JCS ESTABLISHED~~ *SAR PLANNING* ~~COMMANDERS, WHERE APPROPRIATE.~~

40402. Scope

This section delineates the conduct of SAR operations in unified commands ~~only~~, but may be used as a guide for joint SAR operations with other ~~JCS ESTABLISHED COMMANDS AND~~ government or civil agencies.

40403. Definitions

a. Search and Rescue (SAR). The use of aircraft, surface craft, submarines and other special equipment employed in search and/or rescue of personnel.

b. Joint SAR Center. An installation, staffed by supervisory personnel from all participating Services, and possessing sufficient facilities to direct and coordinate all available SAR facilities within a specified area.

c. SAR Commander. The designated SAR representative of the area commander with overall responsibility and authority for operation of the joint SAR center, and for joint SAR operations within the geographical area assigned.

d. Component SAR Controller. The designated SAR Representative of a component commander of a unified command, who is responsible in the name of his component commander for the control of component SAR forces committed to joint SAR operations.

e. SAR Mission Commander. An SAR controller selected by the SAR Commander to direct a specific mission.

40404. SAR Responsibilities and Authority of the Area Commander

a. The area commander has primary authority and responsibility for SAR within his area.

b. The area commander may delegate SAR authority to subordinate commanders and, by mutual agreement, to Coast Guard or military commanders of other commands.

c. The area commander will establish joint SAR centers whose functions will be direction and coordination of all SAR facilities within their areas of responsibility. Provision will be made for Coast Guard participation in such centers where practical.

d. The area commander will exercise control, through his component commanders, of SAR forces committed to an incident.

e. The area commander may assign SAR tasks and missions to forces not assigned but based or operating in his area, and may assume temporary operational control thereof, when such forces are not actively engaged in missions assigned by their own higher command. Control will normally remain with the commander of such forces who will keep the area commander advised of the availability of his assigned SAR facilities.

f. The area commander will insure that each Service component represented in his command supports the SAR operations of the other Services to the fullest extent practicable.

g. Adjacent area commanders will provide mutual support in SAR matters of common

concern. To insure continuity of SAR support for military operations which transcend area boundaries, mutual coordination will be established between adjacent joint SAR centers.

40405. SAR Responsibilities of the Services

a. Each Service is responsible for providing facilities for SAR in support of its own operations in accordance with its assigned functions. In so doing, each Service will take into account the inherent SAR capabilities of forces assigned, special forces with the primary mission of SAR, and the availability of facilities for SAR of the other Services and the Coast Guard.

b. When a Service participates in the operation of a joint SAR center, that Service will provide sufficient personnel to insure adequate manning of the component SAR controller position.

40406. SAR Responsibilities and Authorities of a Service Component Commander

a. Each Service component commander will exercise control of his assigned SAR forces through his component SAR controller when his forces are committed to joint operations under the overall direction of the SAR mission commander.

b. Each Service component commander will furnish all assistance practicable to the other Services and the Coast Guard.

40407. Procedures

a. Area commanders will establish standard operating procedures for the conduct of joint SAR operations, taking cognizance of the standard operating procedures of the Services represented in the joint SAR center.

b. When a SAR incident occurs, the area or subarea SAR commander normally will designate a representative of the Service primarily concerned with the object of the search and/or rescue as SAR mission commander for that mission.

c. The SAR mission commander will have the responsibility and authority for directing the mission. Control of SAR facilities of other Services will be exercised through the component controllers of the Services concerned.

d. The SAR commander may delegate authority for direction of the SAR mission when such direction may be better accomplished from a location other than the joint SAR center.

40408. Responsibilities for Other SAR Operations

The principles and doctrines set forth in this section may be used as a guide but do not necessarily govern the following:

a. Local base SAR operations. (Responsibility of the base commander.)

b. SAR operations in support of a naval task force. (Responsibility of the task force commander.)

c. SAR operations in support of tactical operations in a battle area. (Responsibility of the tactical commander.)

40409. SAR PLANNING- JCS-ESTABLISHED CDR WILL PREPARE WARTIME SAR PLANS AS ANNEXES TO THEIR EMERGENCY PLANS.
40410. PUBLIC INFORMATION.

Release of information concerning joint SAR operations will be in accordance with—

a. AR 360-80.

b. OPNAVINST 3040.2.

c. AFR 190-8.

d. Chapter 16, Marine Corps Manual.

Section 5

PSYCHOLOGICAL WARFARE OPERATIONS

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40501. Purpose

The purpose of this section is to set forth principles, responsibilities, and doctrine for guidance of Joint Force Commanders in the policy making, the planning, and the conduct of psychological warfare.

40502. Control by Joint Force Commander

Psychological warfare measures are employed by the United States as a matter of national interest. In joint actions of Armed Forces, the execution of such measures will be under the control of the Joint Force Commander when they originate from facilities under his command.

40503. Source of Policy

Joint Force Commanders will receive policy directives and guidance for the conduct of psychological warfare through the Joint Chiefs of Staff and such other channels as the Joint Chiefs of Staff may authorize.

40504. Employment

Joint Force Commanders will employ psychological warfare measures to further the

achievement of specific aims of United States policy and, when appropriate, will use such measures in support of joint action.

40505. Considerations Before Use

Psychological warfare planning must be in conformity with national aims, and with the strategic concept, basic undertakings, and scheme of operations of military plans.

40506. Joint Chiefs of Staff Guidances

Joint Chiefs of Staff guidances to Joint Force Commanders will include over-all military psychological warfare objectives, policies, delineation of responsibilities, and specific tasks designed to support the national psychological warfare effort.

40507. Source of Organization Principles

In order that the psychological warfare staff agency serving a Joint Force Commander may plan and execute the required psychological warfare, that agency should be jointly constituted in accordance with the general principles set forth in chapter 3, section 3.

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40508. Responsibilities of Joint Force Commanders

Joint Force Commanders will, subject to the authority and direction of the Joint Chiefs of Staff, be responsible for:

- a. All phases of psychological warfare operations conducted by their commands.
- b. Preparation of an annex to their operational plans for such psychological warfare operations as may be necessary.
- c. Coordination with and support of other United States or Allied commands and governmental agencies in psychological warfare operations.
- d. Conduct of psychological warfare operations directed against enemy military and civilian personnel within enemy-controlled territory in conjunction with, and in support of, assigned missions.
- e. Immediate notification of the Joint Chiefs of Staff in the event emergency conditions necessitate a deviation from enunciated Joint Chiefs of Staff policies and directives.

40509. Basis of Staff Organization

In prescribing the organization of the psychological warfare agency of the joint staff, the Joint Force Commander shall give due regard to his psychological warfare objectives and to the psychological warfare responsibilities and capabilities of each of the Service components of his command. These responsibilities and capabilities shall be the primary factors in determining the degree of representation of each Service component in the psychological warfare section of the joint staff.

40510. Need for Integration

The nature of a joint command requires that there be close integration in psychological warfare matters. The senior member of the psychological warfare section should have an assistant from each component Service other than his own to insure adequate comprehension of particular psychological warfare requirements.

40511. Service Support and Coordination

The Joint Force Commander shall insure that each Service component represented in his command supports the psychological warfare operations of the others and coordinates his own psychological warfare operations (including training, logistics, administration, and combat) with those of the other Service components.

40512. Required Knowledge of Joint Force Elements

The staff agency responsible for planning must be fully cognizant of the psychological warfare responsibilities and capabilities of the diverse elements of the joint force.

40513. Coordination With Other Joint Force Operations

In planning, adequate provisions shall be made to insure coordination of psychological warfare activities with other joint force operations and activities of national agencies. The joint staff agency responsible for psychological warfare planning shall make provisions for coordination of plans with information and censorship activities and related activities of national agencies in areas adjacent to military operations.

40514. Meeting Staff Needs

The Joint Force Commander must insure that each component Service provides adequate operating personnel, equipment, and supplies for the conduct of assigned psychological warfare tasks.

40515. Source of Command Policy and Procedure

Upon the establishment of a joint force, the commander thereof shall announce policies and procedures relating to the conduct of psychological warfare within his command. These policies and procedures should encompass all psychological warfare matters which lend themselves to a definite or standardized course of action.

Section 6

DOMESTIC EMERGENCIES

	Paragraph
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40601. Definition

The term "Domestic Emergencies," as used herein, applies to emergencies affecting public welfare occurring in the continental United States as a result of enemy attack, insurrection, civil disturbance, earthquake, fire, flood, or other public disasters or equivalent emergencies which endanger life and property or disrupt the usual processes of government.

40602. Purpose

The purpose of this section is—

a. To establish the basis upon which joint and uni-Service plans for domestic emergency operations may be formulated.

b. To present basic principles for the guidance of the Armed Services in the conduct of domestic emergency operations.

40603. Military Versus State Responsibility

The protection of life and property and the maintenance of law and order within the territorial jurisdiction of any state is primarily the responsibility of that state. Federal military forces shall intervene only after the state has utilized all of its own forces and is unable to control the situation, or in emergencies or other circumstances when it is apparent that the situation is beyond the immediate capabilities of the state, and then only, when such action is in accord with existing statutory authority. The military commander shall cooperate to the fullest possible extent with appropriate civil authorities; however, he is subject to no authority but that of his military superiors. Appropriate military authorities will consult with

and, upon request, give advice to nonmilitary agencies to encourage the development of adequate preventive measures and plans to obviate to the maximum the necessity of Federal military intervention. It is paramount that the military forces emphasize in their contacts with nonmilitary agencies that Federal military responsibility follows and generally augments the responsibility of other agencies and that it is not exercised until responsible nonmilitary agencies have implemented their total capabilities.

40604. Scope

The employment of Federal military forces (Army, Navy, Marine Corps, and Air Force) and supplies during domestic emergencies includes, but is not limited to the—

a. Assistance to state authorities at the request of the state.

b. Suppression of insurrection, domestic violence, unlawful combinations or conspiracies which oppose or obstruct the laws of the United States.

c. Protection of the civil rights of citizens within any state.

d. Protection of the property of the United States.

e. Protection of vital national defense materials, premises, and public utilities.

f. Assistance to civil authorities in the event of disaster.

g. Assistance to the United States Coast Guard in enforcing maritime law, saving, and protecting life and property (when the Coast Guard is under jurisdiction of the Department of the Treasury).

40605. Authority for Intervention by Federal Military Forces

a. No Presidential Order or Directive is required for action by Federal military forces to protect property of the United States unless seizure of private property is involved.

b. Action by Federal military forces in a domestic emergency may be predicated on an Executive Order or other Presidential Directive; however, in an emergency, such as insurrection or riot endangering the public property of the United States, attempted or threatened robbery or interruption of the mails, earthquake, fire, flood, or other public disaster disrupting the normal processes of government, or other equivalent emergency so imminent as to render it dangerous to await instructions, an officer in command of Federal military forces may take such action as the circumstances of the case reasonably justify. Such action will be reported to higher echelons of command immediately.

40606. Command Relationships

a. When forces of two or more Services are used to overcome a domestic emergency, they may operate as independent forces, cooperating with each other, or they may function under a single commander. In the latter case, the identity of the Commander shall be determined by mutual agreement between the appropriate Commander supplying the forces.

b. Commanders of Federal military forces may, with the consent of the state, direct the activities of state or local forces not in Federal service.

40607. Service Availability

a. Each of the three Services shall furnish personnel and resources for use in domestic emergencies on the basis of availability at all Army, Navy or Marine Corps, and Air Force installations in each Army area.

b. Units, forces, or equipment required in domestic emergencies shall be generated from those provided for the normal functions of the Services concerned.

40608. Training

Personnel of all Services shall be given training

appropriate to their planned assignments in domestic emergencies.

40609. Logistics

Logistical support for the Armed Forces in a domestic emergency shall be effected under the existing common, joint, and cross-Service agreements, and policies of the Departments of the Army, Navy, and Air Force for their respective forces.

40610. Assignment of Responsibility

a. The Army has primary responsibility for rendering aid to civil authorities in domestic emergencies. The other Services have a collateral function for providing such assistance. Under any contingency not provided for by joint or agreed uni-Service plans or mutual agreements, the Army Area or local Army Commander will be responsible for coordinating the activities of all Services.

b. The basic principle underlying the responsibility for rendering military aid to civil authorities in domestic emergencies is that the Service having the nearest available forces in any area will have initial responsibility for providing aid in that area. The initial force may be relieved or augmented by mutual agreement of the military commanders concerned.

c. Each Service is responsible for the security of its own installations and for the implementation, or for supervising the implementation, of all industrial security measures of those industrial facilities and related utilities for which it is assigned primary responsibility.

d. Security measures external to such facilities, which involve contact with the civil population, are normally the responsibility of the Army.

e. The Service having primary responsibility for a task shall indicate in detail to the other Services the nature and extent of the support required.

40611. Planning for Domestic Emergencies

In furtherance of the Army's primary responsibility for aiding civil authorities, Army Area Commanders will coordinate the local domestic emergency plans of all Services.

Section 7

SUPPORT BY TRANSIENT FORCES UNDER EMERGENCY CONDITIONS

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40701. Definition

Transient forces are those which pass or stage through, or base temporarily within, the area of responsibility of another command but are not under its operational control.

40702. Purpose

This section sets forth—

a. The principles governing support by a transient force to a commander in whose area of responsibility the transient force is located.

b. The responsibility of the respective commanders concerned.

40703. Scope

The provisions of this section shall not be construed as limiting:

a. The authority of a commander of a unified command to assume operational control as provided in chapter 3, section 2.

b. The authority of a common superior of the commander of the transient force and the commander in whose area of responsibility units of the transient force are located.

40704. Application

Inasmuch as the responsibilities of the commander are delineated in part by geographical boundaries, the provisions of this section apply whether the command supported is a unified command, an area or sub-area command, or a

local command. Hereafter, the term “area commander” will be used to indicate any or all of these commands.

40705. Command Relationships

Although transient forces are subject to the orders of the “area commander” for certain purposes such as coordination for emergency defense or allocation of local facilities, transient forces which, for any reason, are within the assigned area of responsibility of an “area commander” are not part of his command and he is not in their chain of command. The normal chain of command of such transient combatant or service forces is fixed by their assignment to a command and not by their movement across geographical boundaries. Similarly, a separate force may be established by higher authority within the boundaries of an “area of responsibility” but operationally independent of it. In the latter case, the command relationships and the mutual responsibilities of the two forces shall be specified in the order establishing the independent force.

40706. Support Under Emergency Conditions

Normally, “support by transient forces under emergency conditions” will be in the nature of “mutual support,” as defined in chapter 3, section 2, rather than “support” either “general” or “close.”

40707. When Support Is Required

A transient force commander is required, insofar as is consistent with his commitments and capabilities, to support the commanders within whose area of responsibility the transient force is located when:

a. The area commander declares that there is, in all or part of his area of responsibility, an emergency which he cannot meet with the forces regularly assigned him.

b. There is a surprise enemy attack which the area commander cannot meet with the forces regularly assigned him.

40708. Support by Committed Forces

Transient forces committed by higher authority to pending operations should not be required to support an area commander in an emergency unless the situation demands it. In such case, it is incumbent upon the commander diverting the transient forces from their assigned mission to justify his action.

40709. Compliance With Area Defense Plans

Transient force commanders supporting area commands should adhere to area defense plans.

40710. Disposition of Force

The units of a transient force supporting an area commander in an emergency may either be used in support of or attached to the forces of the area commander as desired. In the latter case, the organization of the units of the transient force should be kept intact.

40711. Authority for Ending Emergency

The area commander who declares the existence of a state of emergency within his command shall specify when the emergency is ended.

40712. Resumption of Normal Command

Command relationships existing prior to the declaration of an emergency should be resumed as soon as the emergency is ended.

40713. Area Command Responsibility

It is the responsibility of the area commander, acting either on his own initiative or by direction of his immediate superior in the chain of command, to—

a. Make appropriate and timely representation, including the declaration of a state of emergency, to commanders of transient forces in regard to his needs for support.

b. Inform commanders of transient forces concerning pertinent portions of area defense plans.

c. Prescribe the conditions of readiness and alert within his command, including those applicable to transient forces.

d. Keep transient force commanders informed of all pertinent information and intelligence available to him.

40714. Transient Force Command Responsibility

It is the responsibility of the commander of a transient force present within an area command to—

a. Inform the area commander upon his arrival in the area of the capabilities of his force for support in an emergency.

b. Inform the area commander which units of the transient force can be utilized to support area forces in an emergency without jeopardizing the accomplishment of the mission of the transient force.

c. Support the area commander within his capabilities and to the extent that it is consistent with his other assigned tasks.

40715. Command Relation Between Transient Forces

When two or more transient forces are present in the area of an area command, each such force will be considered as a separate force, unless directed by higher authority. When two or more transient forces present in an area command are of the same Service, these forces will be considered for purposes of this section to be either a single force or separate forces in accordance with the regulations of the Service concerned.

Section 8

JOINT CIVIL AFFAIRS/MILITARY GOVERNMENT OPERATIONS

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40801. Purpose

The purpose of this section is to set forth the basic principles and doctrines governing—

a. Service responsibility for the conduct of civil affairs/military government.

b. Command responsibility and authority for coordinating joint aspects in order to provide effective integrated civil affairs/military government.

40802. Definitions

The following definitions are applicable to this section:

a. *Joint Civil Affairs/Military Government (CA/MG)*. This encompasses all powers exercised and responsibilities assumed by the military commander in an occupied or liberated area with respect to the lands, properties, and inhabitants thereof whether such administration be in enemy, allied, or domestic territory. The type of occupation, whether civil affairs or military government, is determined by the highest policy-making authority. Normally, the type of occupation is dependent upon the degree of control exercised by the responsible military commander.

b. *Military Government*. The term "military government" as used in this section is limited to and defined as the supreme authority exercised by an armed occupying force over the lands, properties, and inhabitants of an enemy, allied, or domestic territory. Military government is exercised when an armed force has occupied such territory, whether by force or agreement, and has substituted its authority for that

of the sovereign or previous government. The right of control passes to the occupying force limited only by the rules of international law and established customs of war.

c. *Civil Affairs*. The term "civil affairs" as used in this section is defined as the assumption by the responsible commander of an armed occupying force of a degree of authority less than the supreme authority assumed under military government, over enemy, allied, or domestic territory. The indigenous governments would be recognized by treaty, agreement, or otherwise as having certain authority independent of the military commander.

40803. Policies

a. *Variable Influences*. The pattern and objectives of civil affairs/military government operations in any given country in a future war will depend upon such variables as United States foreign policy, the requirements of the military situation, participation of Allies as well as many other factors. It must be anticipated therefore that guidance as to specific policies to be followed in any given country will not be available until after the outbreak of hostilities.

b. *Basic Precepts*. Civil affairs/military government policies are dependent upon the degree of control exercised by the military commander, or the agreement defining and delimiting his authority. In general, civil affairs/military government operational policies are confined to certain basic precepts such as the establishment of the rule of law, a concern for the welfare of the governed, the avoidance of

arbitrary and oppressive measures, the execution of the military mission with an economy of effort, and the recognition that there are limitations to the capabilities and resources of the United States.

40804. General Principles

Principles applicable to all forms of military government operations generally are:

a. Military Necessity. Military necessity is the basic principle in the conduct of civil affairs/military government. It is that which is essential to prosecute a military operation to a successful conclusion. Its justification rests upon the assumption that the success of the military operation is the primary consideration. Measures which can be justified by "military necessity" are limited to those which are indispensable for securing the ends of war and which are lawful according to modern law and usages of war.

b. Command Responsibility. The military character of civil affairs/military government as well as the principle of military necessity require that responsibility and authority for the establishment and operation of civil affairs and military government on behalf of the United States be vested in the military commander. The military commander must be guided by directives from higher authority, the policies of the United States, applicable agreements, and international law. A unified commander is authorized to delegate his authority wholly or in part to a deputy for civil affairs/military government or to subordinate commanders of such echelons as communication zones, armies, corps, and divisions within the areas of their responsibility.

c. Humanity. The existence of a state of war does not relieve those charged with its conduct or engaged in furthering the operations from the observance of and adherence to established moral and humanitarian principles. The objective of the military force is more easily attained by securing the cooperation of the civil population insofar as it can be secured within the requirements of the military situation.

40805. Mission

The mission of civil affairs/military government is:

- a.* To assist military operations.
- b.* To fulfill obligations imposed by international law, the customs of warfare, and such agreement as may be in effect.
- c.* To further the national and international policies of the United States.

40806. Authority

A military commander's authority for undertaking civil affairs/military government activities stems from one or more of several sources, depending upon such factors as the military mission, policy determinants, and the nature of the government of the country concerned with relation to the United States:

a. Military Government Authority. The authority for the establishment of traditional military government and the control or conduct of governmental matters thereunder both during and subsequent to hostilities arises from the international laws of war which give the occupying power certain rights and responsibilities.

b. Civil Affairs Authority. The authority for civil affairs relationships or controls as regards allied, neutral, or domestic territory is based upon different foundations—

- (1) That established in allied or neutral territory and which arises from agreement between the United States Government, or military commander, and the government of the country in which United States Armed Forces may be located.
- (2) That established in domestic territory is derived from the Constitution and the laws of the United States which provide the bases for the exercise of military authority over civil government in certain instances.

40807. Responsibilities

The assignment of the responsibilities within the United States Government for civil affairs/

military government operations is set forth below:

Note. The statements of responsibility in this paragraph are derived from statutory and assigned responsibilities.

a. The Department of State. The Department of State within the government is the agency primarily charged with formulation and implementation of foreign policy. In the field of civil affairs/military government, the Department of State has primary or strong collateral interest in determination, among others, of policies concerning—

- (1) The government in a particular country with which U. S. Armed Forces will deal.
- (2) The extent to which the commander of U. S. forces will intervene in the government of a particular country.
- (3) Any matters having an impact on our relations with other countries, particularly our allies, and neutral nations.
- (4) The level at which the economy of a given country will be maintained by civil affairs/military government operations.
- (5) The level of feeding of civilians in a country in which U. S. forces are stationed or in combat to whom subsistence in part or in whole must be provided by those forces.
- (6) Any matters involving psychological warfare, information and propaganda, and attitudes towards the indigenous populace.
- (7) Plans for turning civil affairs/military government activities over to civilian control after the conclusion of hostilities either generally or in a given country or area.

b. Other Government Departments. Other departments of the Government have a lesser degree of concern with civil affairs/military government problems and that concern is usually limited to furnishing advice and assistance in matters pertaining to their specific functions. For example, Treasury Department would furnish advice and assistance pertaining

to civil affairs/military government fiscal policy; Department of Agriculture, regarding measures involving indigenous agriculture; and the Department of Commerce, regarding trade and commerce, particularly as it concerns import and export.

c. Formulation of Policy. Whenever a question of broad policy for civil affairs/military government is being formulated, the views of the appropriate agency of the Government should be obtained. However, the requirements of the military situation must necessarily control, particularly in the combat and immediate post-combat phases of operations.

d. National Security Council. The National Security Council is the agency to which requests for broad policy guidance in the field of civil affairs/military government operations will be submitted.

e. National Security Resources Board. The National Security Resources Board determines to what extent United States resources can be made available for relief and economic rehabilitation by civil affairs/military government agencies subject to the requirements of international law and as demanded by United States national policy; and may in appropriate cases require certain activities by civil affairs/military government agencies directed to obtaining strategic raw materials from indigenous resources as a prerequisite for providing such economic assistance.

f. The Munitions Board. As a part of military requirements, the Munitions Board, as claimant agency for the Department of Defense, secures in conjunction with the National Security Resources Board such supplies and material as may be required for prevention of disease or of civilian unrest which might be prejudicial to the successful accomplishment of the military mission or might retard the economic rehabilitation of countries in which U.S. Armed Forces are stationed or are in combat. Within the limits established by national policy, this responsibility of the Munitions Board continues during the combat phase and extends only to the immediate post-combat phases of civil affairs/military government. In addition, after coordinat-

ing with the Service concerned, the Munitions Board prescribes policies on all subjects which affect civil affairs/military government with respect to international economic matters.

g. The Joint Chiefs of Staff. The Joint Chiefs of Staff will—

- (1) Request, as required, guidance from appropriate Departments and Agencies as to broad policies in the field of civil affairs/military government operations.
- (2) Formulate specific policies within the broad policies, modified as may be necessitated by the requirements of the military situation, for transmittal to commanders under the Joint Chiefs of Staff and to their representatives on Allied policy making bodies.
- (3) Issue interim guidance and directives when, in an emergency, appropriate guidance cannot be had.
- (4) Insure adequate coverage of civil affairs/military government activities in all joint plans.
- (5) Assign to commanders under the Joint Chiefs of Staff, civil affairs/military government units and personnel in the same manner that other troops are provided.
- (6) Take such other actions as may be necessary to keep policy development and implementation abreast of current military, economic, and political trends.
- (7) When the outbreak of hostilities appears to be imminent, establish with appropriate composition, a Joint Civil Affairs Committee to assist the Joint Chiefs of Staff in discharging their responsibilities in the field of civil affairs/military government planning and operations.
- (8) When the outbreak of hostilities appears to be imminent, recommend to appropriate authority the establishment of a committee analogous to the Joint Civil Affairs Committee, at allied command level and provide

appropriate U.S. representation upon such committee.

h. Army Chief of Staff. The Chief of Staff, United States Army, will—

- (1) As executive agent of the Joint Chiefs of Staff for civil affairs/military government planning, until such times as the Joint Civil Affairs Committee is established by the Joint Chiefs of Staff, initiate, for appropriate consideration, by Joint Chiefs of Staff, actions required to discharge the responsibilities set down in paragraph 40807c.
- (2) Establish and operate civil affairs/military government training installations for the basic military government training of all United States military government units and personnel.
- (3) Mobilize, train, and deploy all civil affairs/military government units and personnel required in commands under the Joint Chiefs of Staff, except to the extent that this responsibility is hereinafter assigned to the Chief of Naval Operations or the Commandant of the Marine Corps.
- (4) Furnish to the other Services, at their request, qualified personnel for service in their civil affairs/military government units as specialists in the fields in which the Army normally has an interest but in which the other Services ordinarily do not require or maintain trained personnel.
- (5) Make appropriate recommendations to the Joint Chiefs of Staff as to adequacy of detailed plans prepared by other agencies and commanders under the Joint Chiefs of Staff, as a part of the normal review procedure and insure the necessary coordination with United States governmental agencies.

i. Chief of Naval Operations and/or the Commandant of the Marine Corps. The Chief of Naval Operations and/or the Commandant of the Marine Corps will—

- (1) Mobilize, train, and deploy civil affairs/military government units and personnel required to support the operations of forces, activities, and facilities of the U. S. Navy and the U. S. Marine Corps.
- (2) Furnish to the Chief of Staff, United States Army, at the latter's request, specially qualified personnel for service in Department of the Army civil affairs/military government training and operational units as instructors or specialists in matters of primary concern to the Navy and Marine Corps.

j. Chief of Staff, USAF. Chief of Staff, USAF, will furnish to the Chief of Staff, United States Army, at the latter's request, specially qualified personnel for service in Department of the Army civil affairs/military government training and operational units as instructors or specialists in matters of primary concern to the Air Force.

k. Individual Chief of Staff. Each Chief of Staff will—

- (1) Direct his respective Service to include adequate coverage of civil affairs/military government responsibilities in service planning to the extent appropriate.
- (2) Direct the commands under the Joint Chiefs of Staff, for which he is executive agent, to prepare such civil affairs/military government coverage as may be appropriate in their planning.
- (3) Make pertinent recommendations to the Joint Chiefs of Staff as to the adequacy of detailed civil affairs/military government operational plans or annexes of commanders under the Joint Chiefs of Staff as a part of normal review procedure.
- (4) Inform the Joint Chiefs of Staff of any developments that require modification of policy, guidance, or operational instructions issued by the Joint Chiefs of Staff and recommend appropriate action.

- (5) Determine and provide to the Chiefs of Staff of the other Services for inclusion in their mobilization plans the estimated phased mobilization requirements for cross-service support related to military government in furtherance of *h* (4), *i* (2), and *j*, above.
- (6) The Chief of Naval Operations will coordinate with the Commandant of the Marine Corps in the execution of (1) through (5) above.

l. Subordinate Commanders. Each commander under the Joint Chiefs of Staff will—

- (1) Plan for the conduct of such civil affairs/military government operations as may be appropriate in his area of responsibility, as an integral part of his mission, in accordance with guidance, policies, and operational instructions furnished him by the Joint Chiefs of Staff.
- (2) Secure, through the Joint Chiefs of Staff, civil affairs/military government units and personnel required to execute his plan, in the same manner that other forces are secured.
- (3) Provide for a political advisor on his staff, to be furnished by the Department of State, whose duties shall be limited to advising him as to details of implementation of established policy, and to furnishing informal technical contact with the Department of State to expedite that department's decision as to matters of policy determination or changes.
- (4) He is authorized, but not required, to delegate his authority for civil affairs/military government matters to one of the Service commanders in his area. The commander of Army forces will normally be the person to whom this authority is so delegated.

m. Allied Commander. The commander of a combined or allied command, when a United States Officer, will—

- (1) Comply with instructions relative to civil affairs/military government oper-

ations formulated at interallied governmental or command level and transmitted to him through normal command channels.

- (2) Insure adequate coverage of civil affairs/military government matters in his plans and in the plans of his subordinate commanders.
- (3) Insure equitable allocation of responsibility for implementation of civil affairs/military government plans among the national forces under his command, to include, where appropriate, provisions of military government units and personnel.

n. Subordinate Allied Commander. The senior United States commander under a combined or allied command will—

- (1) Comply with provisions of 40807h. above.
- (2) Comply with directives of the senior allied commander.
- (3) Bring to the attention of the Joint Chiefs of Staff, by the most expeditious means, policies or actions in the field of civil affairs/military govern-

ment believed to be contrary to United States national interest, international law, United States war objectives, or prejudicial to the post-war international position of the United States.

o. Unit Commander. Each Commander of a unit of the United States Armed Forces, regardless of its size or subordination, will—

- (1) Comply with applicable provisions of international law in his relations with the civilian persons in, and government of, a country in which his unit is stationed or in combat; and require such compliance by members of his command.
- (2) Perform such missions in the field of civil affairs/military government as may be directed by appropriate authority.
- (3) Except as otherwise directed, look to appropriate civil affairs/military government units and personnel to secure for him necessary assistance, supplies, and facilities from indigenous sources, and to deal with local civilians and government on his behalf.

Section 9

TACTICAL TESTING AND EVALUATION

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40901. Purpose

The National Security Act of 1947, amended, established the Research and Development Board which is broadly responsible for coordinating, guiding, and integrating the efforts of the Military Department in seeking, through research and development, the best possible weapons and supporting systems. The Weapons System Evaluation Group was established by direction of the Secretary of Defense to provide analyses and evaluations of present and future weapons systems under probable future combat conditions. Neither the Research and Development Board nor the Weapons System Evaluation Group conducts tactical tests and evaluation of weapons and equipments. The purpose of this section is to establish the principles governing the assignment of Service responsibility for tactical testing and evaluation of weapons and equipments or assemblies of related equipments which are common to two or more Services or which are employed in joint operations.

40902. Definition

The term, "tactical testing and evaluation," as used in this section of JAAF, refers to the procedure whereby weapons, items of equipment, or assemblies of related equipments are tested under operational or service conditions to determine their operational and/or service suitability and effectiveness for the particular field or type of operation for which they were developed or in which they are to be employed.

40903. Basic Principle

The basic principle governing the Service responsibility for tactical testing and evaluation stems from the responsibility of each Service for the procurement of weapons, equipments, and supplies essential to the fulfillment of that Service's assigned functions.

40904. Basis of Service Assignment

There are three general groups of weapons and equipments to be considered in the assignment of Service responsibility for their tactical testing and evaluation. These three groups are—

a. Those weapons and equipments employed unilaterally by one Service but which have no effect on the weapons and equipments employed by other Services.

b. Those weapons and equipments which are employed unilaterally by one Service, but which, in joint operations, are integrated into or coordinated with the weapons and equipments of one or more of the other Services.

c. Those weapons and equipments developed and procured by one Service but employed by two or more Services.

40905. Responsibility for Development for Uniservice Use

In the case of weapons and equipments ~~developed by one Service only~~, ^{OF INTEREST TO} one Service only, that Service will be responsible for all phases of their development, including tactical testing and evaluation.

40906. Responsibility for Testing for Uniservice and Joint Operations Use

In the case of those weapons and equipments employed unilaterally by one Service, but which in joint operations require integration into or coordination with the weapons and equipments employed by other Services concerned, the responsibility for the tactical testing and evaluation of the particular weapons or equipments individually is as indicated in paragraph 40905. The tactical testing and evaluation of the integrated or coordinated units composed of weapons and equipments of two or more Services is the responsibility of the Service having primary responsibility for the development of doctrine and procedures for the particular field, type, or phases of joint operation in which these units are to be employed. The coordination required for the integration or coordination of weapons and equipments of two or more Services will be accomplished through the procedures provided for under the establishment of facilities described in succeeding paragraphs of this section.

40907. Service Testing Responsibility for Triservice Use

In the case of those weapons and equipments developed and procured by one Service but employed unilaterally by other Services, each Service employing the weapons or equipments is responsible for their tactical testing and evaluation in order to determine their suitability for the particular field or type of operation in which that Service employs the weapons and equipments. When practicable, the test requirements of all interested Services should be combined into tests conducted by the Service developing and procuring the particular weapons and equipments, coordinating these tests with the other Services provided for in paragraph 40909.

40908. Establishment of Testing Facilities

The Service assigned primary responsibility for a particular field, type, or phase of opera-

tions will also be responsible for establishing facilities for the purpose of conducting the tactical testing and evaluation of the weapons and equipments involved. In this respect the Service with the primary responsibility should request the use of appropriate testing installations of the other Services when necessary or desirable.

40909. Coordination of Tests

The coordination required for the tactical testing and evaluation of weapons and equipments will be accomplished by Service representation at testing installations as follows:

a. Staffing Test Installations. The test installation will be staffed principally by the Service having primary responsibility with adequate representation from the other Services, both at the staff level and in the lower working levels.

b. Number and Duration of Assignment. Decisions as to number and duration of assignment of Service representatives to these facilities will rest with the individual Services, and, in general, will be dependent on the continuing nature and scope of the work and with the degree of interest involved. The Service which has primary responsibility shall give timely notice to the other Services regarding boards, committees, or panels, considering weapons, items of equipment, or mock-ups of interest to these Services.

40910. Reports of Tactical Tests and Evaluation

Reports of the results of tactical tests and/or evaluations of weapons and equipments or assemblies of related equipments should indicate their operational suitability and effectiveness with respect to the stated requirements of all interested Services. Copies of these reports shall be furnished to all interested Services.

40911. Financial Support for Testing

Budgetary and/or financial support by the several Services will be in accordance with agreements between the Services concerned.

Section 10

AERIAL PHOTO MAPPING

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Subsection 1. CARTOGRAPHIC AERIAL PHOTOGRAPHY

General-----	Para- graph 41001
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41001. General

a. Definition of Cartographic Aerial Photography. Cartographic aerial photography is defined as the field operations involved in taking and processing aerial photographs for mapping and charting purposes.

b. Purpose of This Subsection. The purpose of this subsection is to set forth the basic principles and responsibilities for the accomplishment of aerial cartographic photography.

c. Meeting Specifications. Cartographic aerial photographs must meet certain technical specifications which make them suitable for cartographic use. They should meet the specifications prescribed by the requesting authority and be ready by the specified delivery date. Users determine whether or not photographs meet their requirements.

41002. Responsibilities

a. Air Force. The Air Force has the primary responsibility for furnishing aerial photography for cartographic purposes. This means providing operating units, equipment, and personnel necessary to take and process aerial photographs required for military use, other than those required for Naval and Marine Corps operations. If the Air Force is unable to undertake or to provide the photography requested by the Army or to reach mutually satisfactory inter-Service agreement for revision of specifications and schedules, the Army may obtain the required photography from the Navy, or by commercial or other means. In addition, the

Air Force has a collateral responsibility to support and supplement the Navy and Marine Corps in their primary responsibility to furnish aerial photography as necessary for Naval and Marine Corps operations.

b. Navy and Marine Corps. The Navy and the Marine Corps have the primary responsibility for furnishing cartographic aerial photography as necessary for Naval and Marine Corps operations. The Navy has primary responsibility for the preparation of specifications for hydrographic charting photography. In addition, the Navy and Marine Corps have, as a collateral function, responsibility for furnishing aerial photography for cartographic purposes when required by the Air Force or Army.

c. Army. The Army is responsible for the preparation of specifications for topographic mapping photography and for the final evaluation and acceptance or rejection of such photography in accordance with the principle expressed in paragraph 41001c. The Army will provide the necessary liaison with the ~~Air Force~~ ^{AIR FORCE SERVICES} to insure efficient execution of these responsibilities. The Army is responsible for the accomplishment of cartographic aerial photography by commercial firms or by other means under conditions mentioned in paragraph 41002a.

d. Mutual Service Assistance. Naval and Marine Corps aerial photographic capacity temporarily in excess of its own requirements, and Air Force aerial photographic capacity temporarily in excess of the combined primary requirements of the Army and Air Force, will

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be made available for cross Service support by direct arrangements or as directed by the Joint Chiefs of Staff.

41003. Requirements

a. Determination of Needs. Each Service and each Command determines its requirements for cartographic aerial photography, establishes technical specifications, and indicates desired delivery dates.

b. Immediate Requirements. Immediate requirements are met within a Service or a Command by aerial photographic units available

within the Service or Command. If units are not available, the requirement is transmitted to the Chief of Staff, USAF, the Chief of Naval Operations, or the Commandant of the Marine Corps who arranges for accomplishment of the photography.

c. Long-Range Requirements. Long-range requirements are forwarded to the Joint Chiefs of Staff for incorporation into joint plans and programs. The Joint programs, indicating priorities and desired operating schedules, are forwarded to the appropriate Service for implementation.

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Subsection 2. MAPPING AND CHARTING

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41006. General

a. Purpose. The purpose of this subsection is to set forth the broad responsibilities for guidance of the military Services in the compilation and production of maps, charts, and related publications.

b. Principles Governing Production and Distribution. In general, each Service should provide for its own use and for the use of the Department of Defense as a whole, those maps, charts, and related documents essential for the support of its primary functions. However, overlapping requirements should be resolved by the assignment of single Service responsibility for the planning, programming, and producing of maps and charts or elements thereof in accordance with objectives and priorities established by the Joint Chiefs of Staff.

41007. Definitions

a. Compilation. Compilation, as applied to mapping and charting, means the process of assembling, in a new form out of source materials already existing, a graphic representation of a part or the whole of the earth's physical features or of the heavens.

b. Ground Control. A general term applying to the location of a point or system of points on the earth's surface, referenced to the celestial sphere, the geoid, a given spheroid of reference, or to an arbitrary origin. The location of ground control may be expressed in terms of geographic, geodetic, or plane coordinates.

c. Production, Mapping, and Charting. The process of assembling, evaluating, and selecting source materials, and of compiling, drafting, and reproducing maps and charts therefrom. Production also includes storage, preservation, and distribution of maps and charts.

d. Source Materials. Data of any type required for the production of maps and charts of a general or specific nature including, but not limited to: ground control, aerial and terrestrial photographs, sketches, charts, maps, topographic, hydrographic, hypsographic, magnetic, gravimetric, oceanographic, and meteorological information; intelligence documents; and written reports pertaining to natural and artificial features of the earth.

e. Topographic Base Maps. The graphic representation (by means of conventional signs and symbols) of the physical features of a portion of the earth's surface, including indications of natural elevation and depression of the earth.

41008. Primary Service Responsibilities

a. Department of the Army

- (1) To provide necessary operating units to execute the ground control phases of cartographic programs in cooperation with foreign governments and the United States Services concerned.
- (2) To procure and evaluate source materials and to establish and maintain a library of maps, of geodetic and astronomical control data and related publications for the common use of the three military departments as prescribed by the Joint Chiefs of Staff.
- (3) To produce and supply standard and special maps for the general use of the Department of Defense and for combat operations on land, including Army airborne operations.
- (4) To compile large-scale topographic bases of land areas for the common use of the three military departments of the Department of Defense for adapta-

tion to such special and specific uses as may be required.

- (5) To prepare and to furnish to the other departments, as appropriate, estimates of requirements and specifications for aerial photography and electronic control by airborne means for the production of maps which are a responsibility of the Department of the Army.
- (6) To provide such mapping and charting support as is required for river and harbor projects of nonmilitary organizations and other civil activities as prescribed by law.

b. Department of the Navy

- (1) To provide necessary operating units to execute the ground control and airborne electronic control phases of hydrographic and oceanographic cartographic programs.
- (2) To procure and evaluate source materials, including aerial photography, and to maintain and operate a library thereof for primary application to the production of charts and related documents for special application to sea and amphibious warfare.
- (3) To produce and supply maps, hydrographic charts, and close air-support charts, or combinations thereof, and related documents for primary use in sea and amphibious operations, and for aeronautical navigation to meet specific requirements of naval aviation.
- (4) To cooperate with the Air Force in the production of charts and related documents for primary use in tactical air operations.
- (5) To perform those functions prescribed by sections 431 and 432 of the revised Statutes, as amended (5 USC 457-458).

c. Department of the Air Force

- (1) To procure and evaluate source materials, and to maintain and operate a library thereof for primary application to aerial warfare, including the Air Force phase of airborne operations.

- (2) To procure and furnish for the Army and Air Force aerial photography and to maintain and operate for the Army and Air Force a library of aerial and terrain photography.
- (3) To produce and supply aeronautical charts and related publications of primary application to aerial warfare.
- (4) To provide the necessary units for the procurement of and furnishing for cartographic purposes for the general use of the three military departments of the Department of Defense, existing ground control secured by airborne electronic means and to reduce such control for aeronautical charting.
- (5) To perform such mapping and charting functions for civil aviation as may be prescribed by law or executive orders.

41009. Collateral Service Responsibilities

a. Department of the Army

- (1) To develop and apply, in coordination with the other departments, procedures for the final reduction and adjustment of ground-control data obtained by airborne electronic means.
- (2) To apply resources available to it in research for source material, compilations, reproduction, and distribution in support of requirements of the other Services by direct arrangement or as directed by the Joint Chiefs of Staff.
- (3) To furnish astronomic and geodetic data to the Departments of the Navy and the Air Force, for the production of aeronautical and hydrographic charts or related publications.
- (4) To coordinate with the Departments of the Navy and the Air Force in the design and production of maps and charts which are specially applicable to amphibious operations.

b. Department of the Navy.

- (1) To furnish hydrographic and related data for incorporation into maps and charts produced by the Air Force and the Army as may be required.
- (2) To furnish existing aerial photography and ground control data obtained by conventional and airborne electronic means for cartographic purposes.
- (3) To coordinate with the Department of the Air Force in the design, production, and supply of charts and related publications which are specially applicable to air combat operations.
- (4) To apply resources available to it in research for source material, compilation, reproduction, and distribution in support of requirements of the other Services by direct arrangement or as directed by the Joint Chiefs of Staff.

c. Department of the Air Force.

- (1) To furnish air navigation and installation data for incorporation on maps and charts produced by the Army and Navy as may be required.
- (2) To coordinate with the Army and Navy in the design and production of maps and charts of primary application to airborne operations.

- (3) To apply resources available to it in research for source material, compilation, reproduction, and distribution in support of requirements of the other Services by direct arrangement or as directed by the Joint Chiefs of Staff.

41010. Mapping and Charting Functions of Unified Commands

Commanders of Unified Commands are responsible for the conduct of mapping, charting, and related activities in support of missions assigned by the Joint Chiefs of Staff within the limits of their assigned mapping and charting capacities. They will—

a. Advise the appropriate executive agency of the Joint Chiefs of Staff as to map and photo requirements for the performance of their missions which cannot be met by assigned resources.

b. Insure that their operating agencies maintain adequate contact and exchanges of map and chart data and information with corresponding agencies of the Army, Navy, and Air Force.

c. Maintain constant research for source materials for maps and charts and furnish copies to the appropriate libraries of the Department of Defense as indicated by paragraph 41007*d.*

d. Execute such specific mapping and charting projects as may be assigned by the Joint Chiefs of Staff.

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